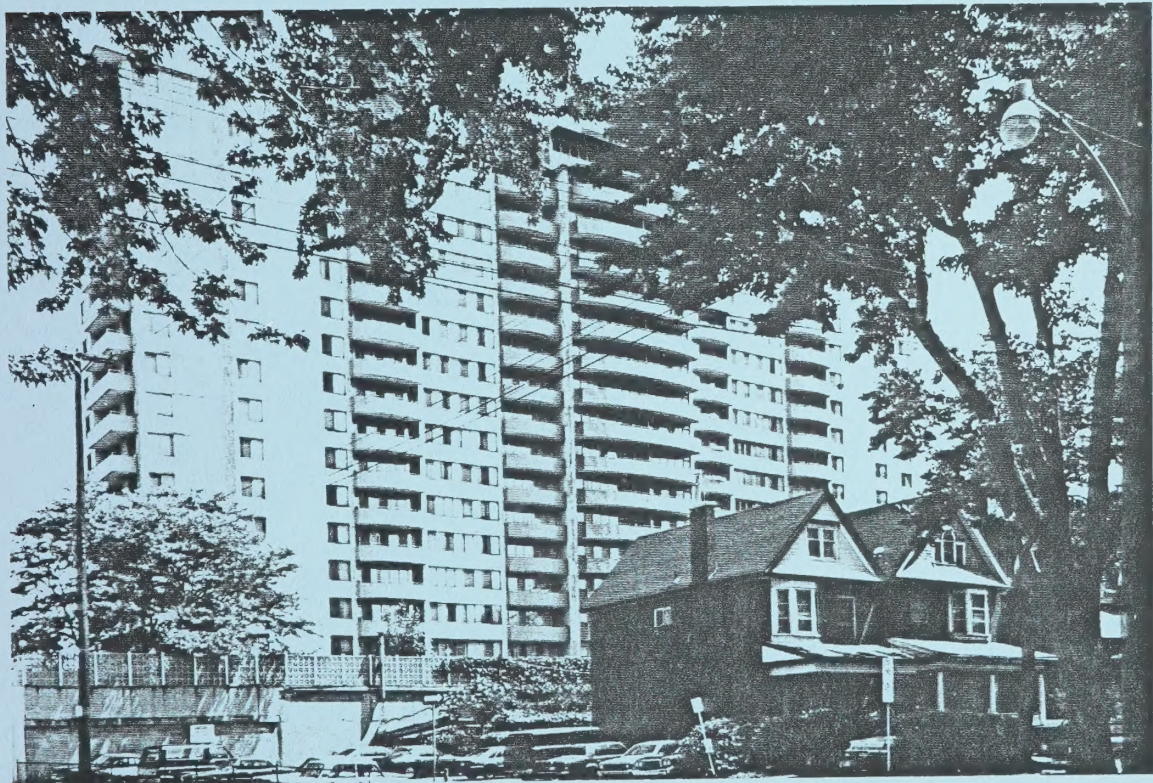


# HIGH DENSITY RESIDENTIAL DEVELOPMENT STUDY

## BACKGROUND REPORT



Planning and Development Department  
Hamilton Wentworth Region

NOVEMBER 1987





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## 1. INTRODUCTION

### 1.1 Background

The Central Area, with its concentration of employment opportunities, retail facilities, social services and entertainment, is an attractive place to live. The resulting demand for housing within the Central Area, when combined with high land costs and City policies encouraging extensive residential development, has led to the construction of a significant stock of high density housing.

In the context of this report, "high density housing" refers to apartment buildings, including structures which have mixed uses, but which have two or more residential floors. The term, therefore, is not limited to high rise buildings.

The effect of apartment buildings on surrounding development, along with the impacts of future high density residential construction, has been a concern of the Central Area Plan Implementation Committee (CAPIC), the Local Architectural Advisory Committee (LACAC), and the Durand Neighbourhood Plan Advisory Committee. Jointly, these advisory committees identified the following possible problems associated with high density residential development:

- o disruption of existing streetscapes;
- o blockage of access to sunlight;
- o the demolition of heritage structures;
- o population densities that create traffic and parking problems.

Further concern was expressed about the distribution of apartment buildings in the Central Area, specifically about their concentration in the Durand Neighbourhood.

As a consequence, those committees identified the need for a study, and recommended that one be undertaken. Support for the Study was also given by the Hamilton Real Estate Board and The Chamber of Commerce.

On August 12, 1986, the Planning and Development Committee approved in principle a High Density Residential Development Study, as part of the Planning Department's 1987 Work Program. In December, 1986, the Ministry of Municipal Affairs announced that it would provide a Community Planning Grant to help finance the costs of the Study. On April 9th, 1987 the Planning and Development Committee gave final approval to the terms of reference for the Study (see Appendix A).



## 1.2 Objectives

The High Density Residential Development Study is being conducted in two phases. The objectives of Phase I are to examine the current situation (inventory of existing apartment buildings and lands zoned for this purpose, the need for additional development of a similar nature, the planning issues associated with high density housing and effect of land use and policies and regulations), and to outline options for further action. The objective of Phase II is to develop a strategy for the planning and development of new apartment buildings in the Central Area, working in conjunction with an advisory committee.

This report represents the outcome of Phase I of the Study. It therefore provides the appropriate background information, and outlines possible courses of action to be addressed more fully in Phase 2.

## 1.3 Study Area

The study area for this project corresponds to Hamilton's Central Area, bordered by Queen Street on the west, the Harbour on the north, Victoria Avenue on the east and the Escarpment on the south (see Map 1). This area encompasses six neighbourhoods in their entirety (North End West, North End East, Central, Beasley, Durand and Corktown). In addition, the western parts of Industrial Sector A, Landsdale and Stinson are included (see Map 2).

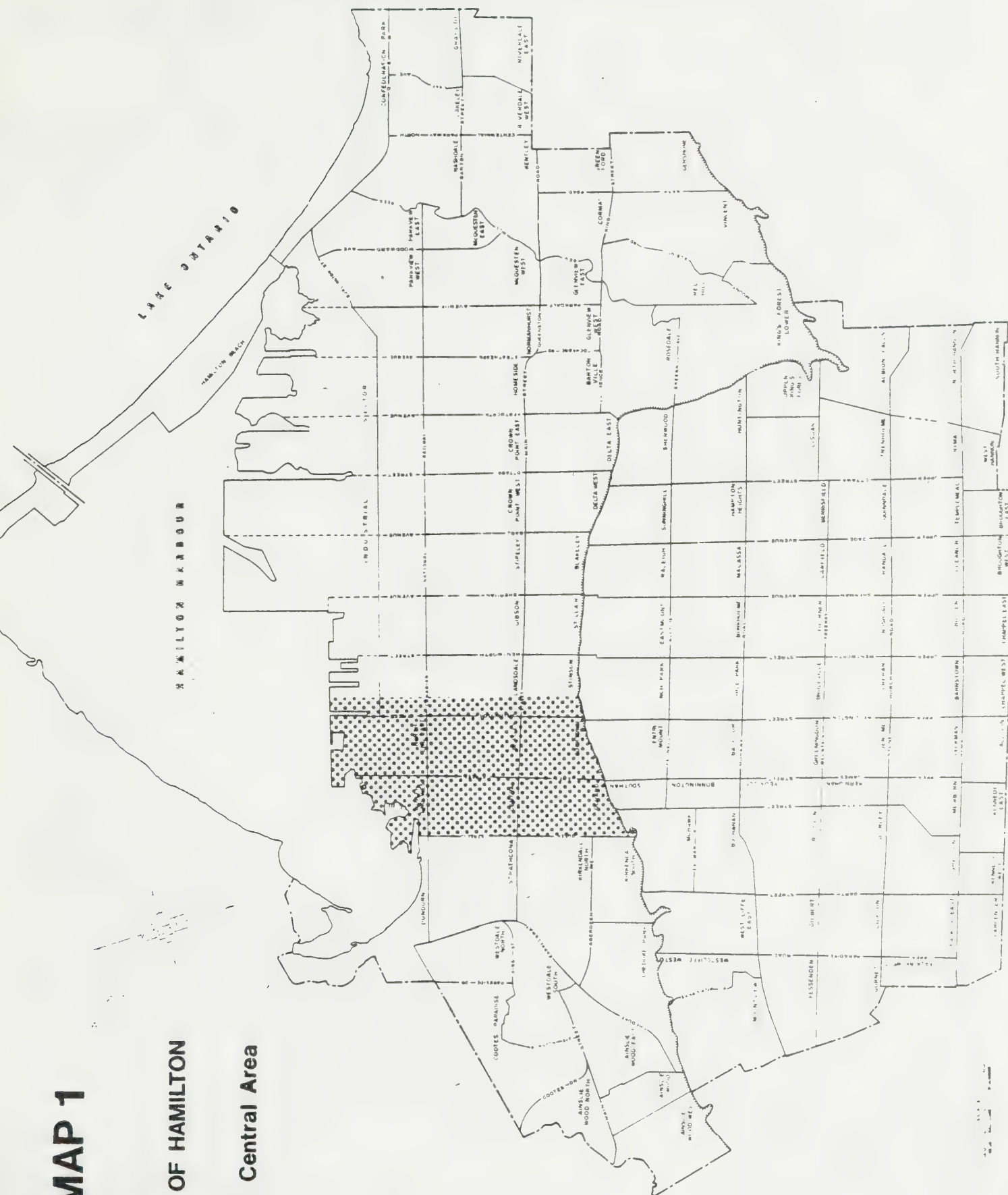
Within the Study Area, special attention is granted to those zones found in the Central Area which are primarily residential in character, permit apartment buildings, and allow heights and densities sufficient to prompt some of the concerns about high density development discussed above. This report, therefore, focusses upon land within the "E", "E-1", and "E-3" zoning categories along with areas zoned "LMR-2" (Planned Development - Multiple Residential). Together, these will be called the High Density Residential Zones (Map 3). There are no lands zoned "E-2" within the Central Area.

It is true that high density residential development also is permitted in the "CR" (Commercial Residential), "I" (Central Business District) and "HI" (Civic Centre) Zones, these are not concentrated upon in this Study. These zones, however, are primarily mixed use and not residential in nature, and therefore are not concentrated upon in this study.

Similarly, attention is not focussed upon areas zoned "DE-3". While this zone permits apartment buildings as defined in this report, floor area/lot area ratios are restricted to 0.9, resulting in densities that do not lead to many of the issues discussed in this report. This would also apply to areas zoned "DE-2", if any were found within the Central Area.

## CITY OF HAMILTON

## Central Area





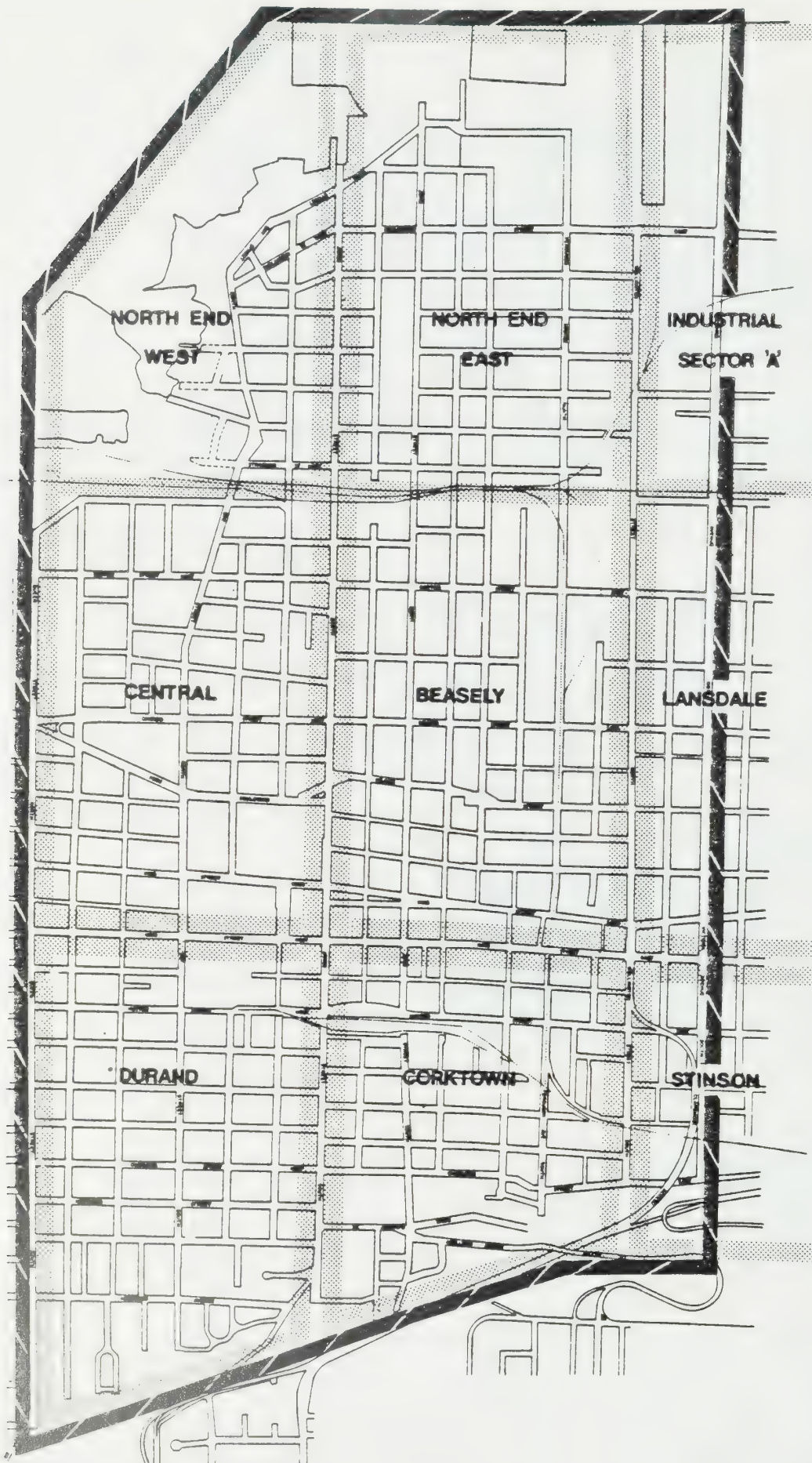
# MAP 2

NEIGHBOURHOODS WITHIN THE  
CENTRAL AREA

## LEGEND

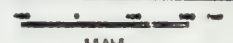
 Central Area Boundary

 Neighbourhood Boundary



CENTRAL AREA HAMILTON

prepared for the CITY OF HAMILTON by  
PLANNING AND DEVELOPMENT DEPARTMENT  
of the Regional Municipality of Hamilton-Wentworth



SCALE

# MAP 3

## CENTRAL AREA 'HDR' ZONING

### LEGEND

#### ZONES



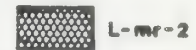
E



E-1



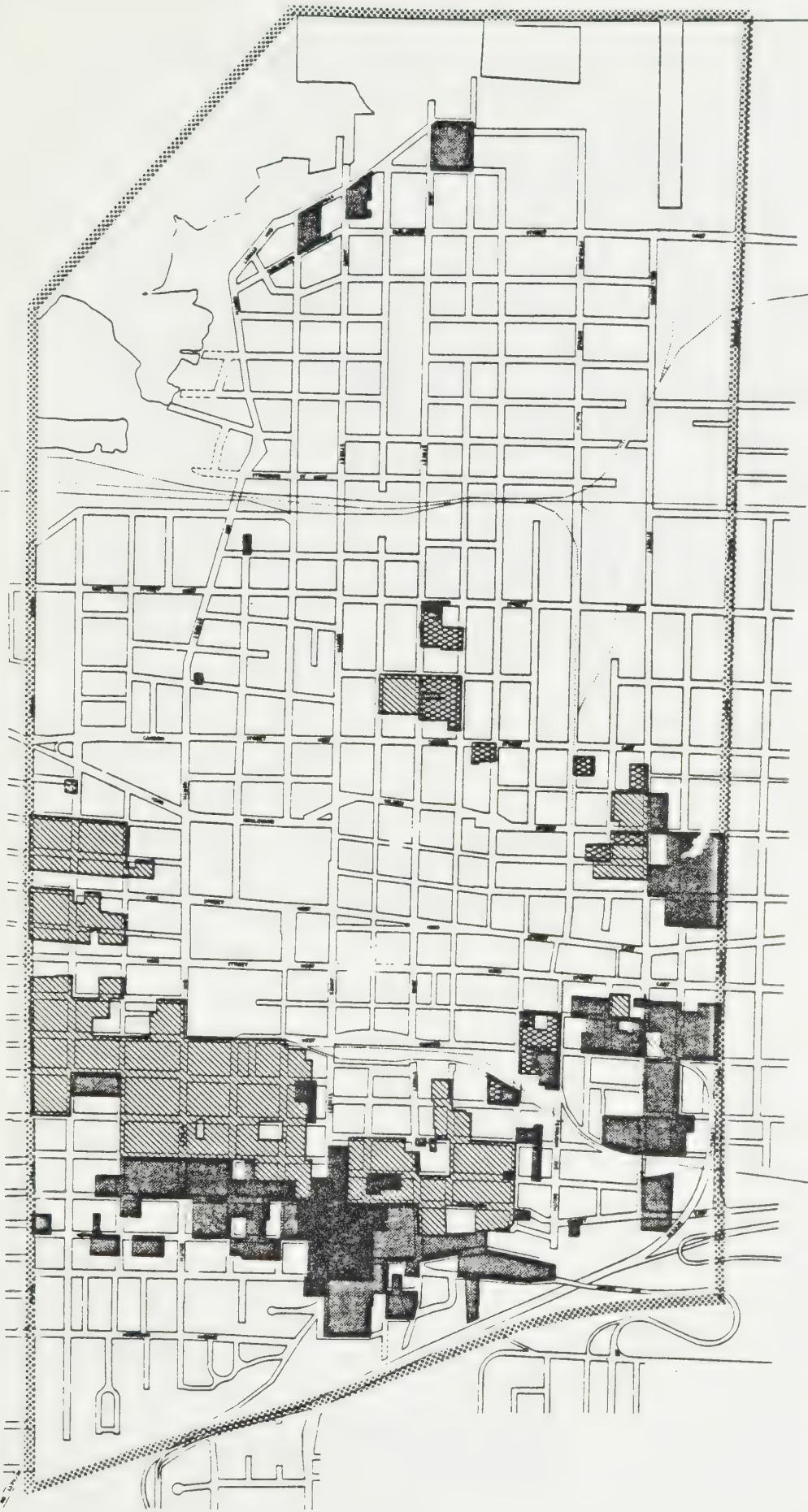
E-3



L-Mr-2

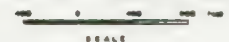


CENTRAL AREA  
BOUNDARY



CENTRAL AREA HAMILTON

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PLANNING AND DEVELOPMENT DEPARTMENT  
of the Regional Municipality of Hamilton-Wentworth



SCALE



## 1.4 Organization

This background report is organized as follows:

Section 2 outlines the supply and demand for high density housing in the City of Hamilton, and the Central Area to determine whether additional development of this type is appropriate.

Section 3 illustrates some of the major issues associated with high density housing.

Section 4 then examines Hamilton's Central Area land use policies and regulations pertaining to high density development and assesses their impact on the issues identified in Section 3. The implications of other City and Provincial programs and legislations also are discussed.

Finally, Section 5 identifies possible courses of action that could be developed as part of a City strategy for high density housing, along with areas for further study.



## 2. HIGH DENSITY HOUSING: SUPPLY AND DEMAND

### 2.1 Introduction

This section examines the supply and demand for high density residential development in the Central Area. The supply side is considered first: the extent and distribution of lands within the High Density Residential Zones are identified, as are the extent of the high density housing stock, changes in this stock over time, and the height characteristics of high density buildings. The demand for high density residential development then is assessed, to determine the adequacy of the present supply within the Central Area. Finally, opportunities for the expansion of this housing stock within the existing High Density Residential Zone are identified.

In this section, the term "apartment units" will be seen to be equivalent to "units in high density buildings". This correspondence is not entirely accurate, since certain apartment units (for example, a flat attached onto the back of a single family residence) cannot be considered to be "high density housing" as defined in Section 1 of this report. At the same time, however, 87.3 of the Central Area's apartment units meet the criteria for high density units.

### 2.2 High Density Residential Supply

#### 2.2.1 Land Zoned

As indicated in Section 1, the Central Area's High Density Residential Zones encompasses areas zoned "E", "E-1", "E-3" and "LMR-2". Taken together, these lands total 25.2 ha, or 13.3% of the Central Area (Table 1).

TABLE 1

#### High Density Residential Zones in the Central Area

	E	E-1	E-2	E-3	L-MR-2	High Density Residential Zones	Central Area
Area (hectares)	38.6	6.9	0	44.3	5.4	95.2	720.4
Percentage of Central Area	5.4	1.0	0	6.2	0.7	13.3	100
Percentage of High Density Residential Zones	40.1	7.2	0	46.6	5.6	100	

Source: - Ministry of Revenue, Assessment Division  
Hamilton-Wentworth Planning Department

Lands zoned for high density development are not spread evenly through the Central Area. As illustrated in Table 2, concentrations are found in two neighbourhoods: Durand (38.4% of the total) and Corktown (31.1%). These are situated just to the south of the City's Central Business District.

TABLE 2

## Central Area High Density Residential Zones By Neighbourhood

	High Density Residential Zone Totals	
	Area (ha.)	%
North End West	0.4	0.5
North End East	2.1	2.2
Industrial Sector A (Part)	0	0
Central	7.7	8.1
Beasley	7.5	8.0
Landsdale (Part)	4.9	5.2
Durand	36.5	38.4
Corktown	29.4	31.0
Stinson (Part)	6.4	6.7
Totals	94.9	100.0

Source: Ministry of Revenue Assessment Division  
Hamilton-Wentworth Planning Department

### 2.2.2 Number of Units

The Central Area's housing stock is described in Table 3 and compared to that of Hamilton as a whole. A large proportion of the Central Area housing stock (67.1%) consists of apartments, compared to 32.8% for the City as a whole. In contrast, there are proportionally fewer single family homes. They represent 11.6% of all dwelling units in the Central Area, compared to 47.8% for Hamilton in total. The proportions of semi-detached homes, duplexes/triplexes and row houses are similar for the Central Area and the City.

TABLE 3

Types of Dwelling Units  
City and Central Area (1985)

	City		Central Area	
	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>
Single Family	58,698	47.8	2,206	11.6
Semi-detached	4,475	3.6	626	3.3
Duplex/Triplex	11,018	9.0	2,037	10.8
Row Houses	7,107	5.8	657	3.5
Apartments	37,841	30.8	12,706	67.1
Other	3,699	3.0	692	3.7
Total	122,898	100.0	18,924	100.0

Source: Ministry of Revenue Assessment Division  
Hamilton-Wentworth Planning Department

This concentration of high density housing reflects the fact that the Central Area is a desirable place to live for many people (owing to employment opportunities, retail facilities, the availability of entertainment, and proximity to social services) and the fact that land prices tend to be higher than elsewhere in the City.

Within the Central Area, virtually all apartment units (95.8%) are concentrated within the High Density Residential Zones, the focus of this report.

As with land areas, apartment units within the High Density Residential Zones are concentrated within certain neighbourhoods. Table 4 indicates that Durand has the greatest proportion of such units (51.3% of the total). Appendix B of this report consists of an inventory of the 173 high density buildings containing these. Statistics on number of floors, gross floor area and density are provided, and changes over time are noted.



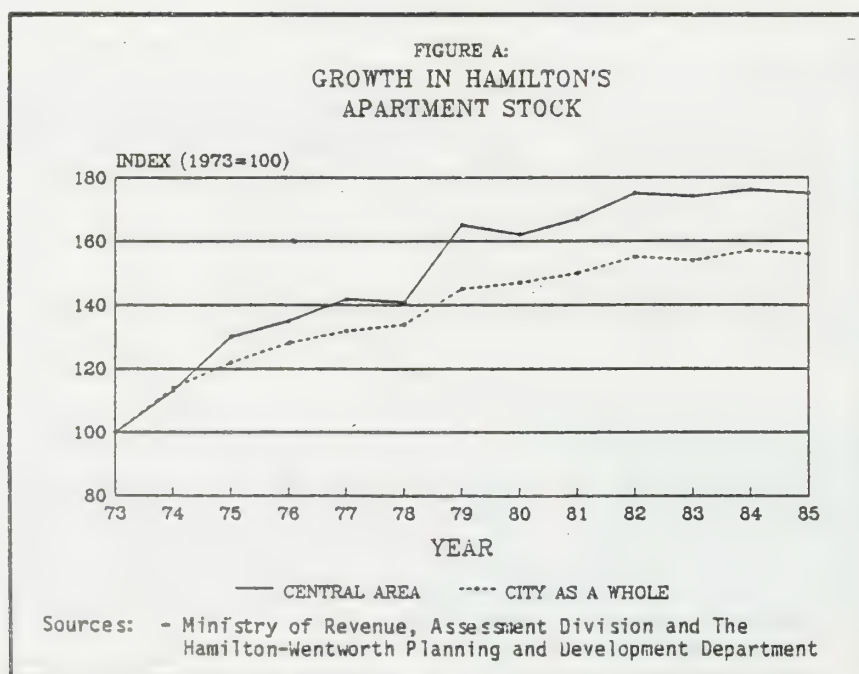
TABLE 4  
APARTMENT UNITS IN HIGH DENSITY RESIDENTIAL ZONES  
BY NEIGHBOURHOOD

Neighbourhood	Units	
	No.	% of High Density Residential Zone Total
North End West	146	1.3
North End East	280	2.5
Industrial Sector A (Part)	0	0
Central	859	7.7
Beasley	1,005	9.1
Landsdale (Part)	186	1.7
Durand	5,696	51.3
Corktown	2,674	24.1
Stinson (Part)	255	2.3
TOTAL	11,101	100.0

Sources: - Ministry of Revenue, Assessment Division and The Hamilton-Wentworth Planning and Development Department

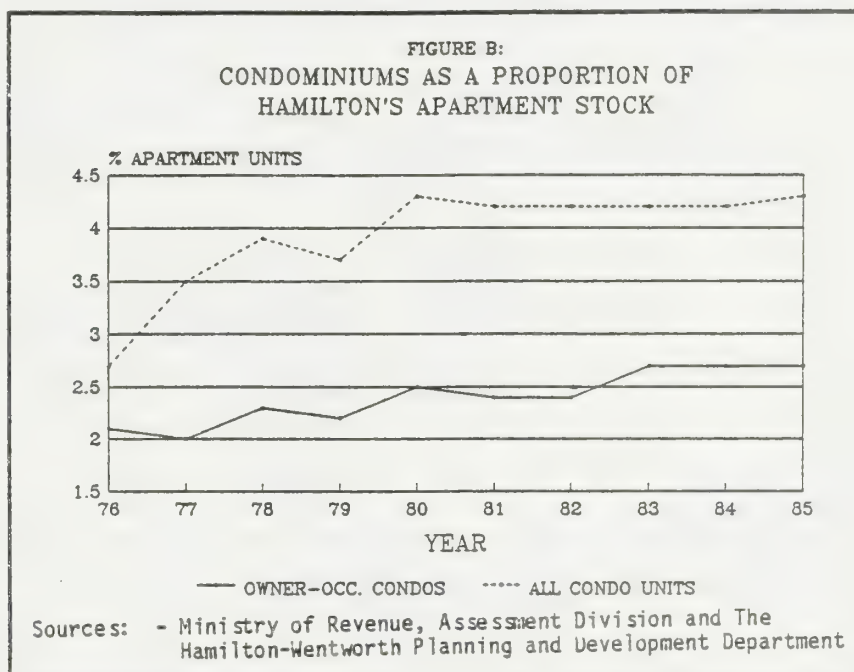
### 2.2.3 Changes Over Time

Recently, the rate of increase in the supply of apartment units has declined. This is true for the City as a whole, but especially for the Central Area (see Figure A).



This decrease has been a result of an increasing reluctance on the part of developers to construct rental accommodation due to recent rental economics. This is reflected in the fact that a steadily increasing portion of the apartment stock consists of condominiums. In the 1984-85 period, for example, a total of 385 apartment units were constructed, of which 13.8% were condominiums. As a consequence, the proportion of apartment units in the City of Hamilton which are owner-occupied increased from 2.1% in 1976 to 2.7% in 1985, as rental units were converted and new ones were constructed (Figure B).

More significantly, the number of registered condominium units increased from 2.7% to 4.3% over the same period. This suggests that in 1985, 1.6% of the total apartment stock consists of condominium units which are rented to others by their owners. These units could easily be removed from the rental housing market without requiring any government approval.



#### 2.2.4 Height Characteristics

The Central Area contains high density residential buildings of various heights. Among the 173 buildings found within the High Density Residential Zones (see Appendix B), 22.5% are high-rises (13 floors +), 29.5% are medium-rises (5-12 floors), and 48% are low rises (under 4 floors).

## 2.3 Demand for High Density Housing

This section assesses the demand for new high-density housing in the Central Area. The impact of Hamilton-wide changes in the housing market and the structure of the household first are noted. The extent to which the resultant demand for new high density residential development is concentrated in the Central Area then is determined.

### 2.3.1 High Density Residential Demand and the Housing Market

Purchasing a single family home is a goal of many Canadian families. When the total costs of home ownership are considered, however, the achievement of this goal is beyond the reach of most. In 1982, the qualifying income needed to purchase a previously occupied three-bedroom bungalow was \$24,000, while an income of \$37,000 was required to purchase a previously occupied four-bedroom, two-storey dwelling (Table 5). But in that year, 40.4% of Canadian families could not afford the former dwelling, while 62.3% could not afford the latter (Statistics Canada income figures).

TABLE 5  
GENERALIZED HOUSING AFFORDABILITY (1982)

	<u>4 Bedroom Two-Storey Detached Resale</u>	<u>3 Bedroom Bungalow Resale</u>
Cost of House	\$99,500	\$63,000 (1)
Downpayment	\$ 9,950	\$ 6,300
Annual Carrying Costs (Principle, Interest and Tax Dollars)	\$11,000	\$ 7,200
Qualifying Household Income (2)	\$37,000	\$24,000

Note: Assumed annual tax for a:

- resale 4-bedroom two storey detached is: \$1,400
- new 3-bedroom two storey detached is: \$1,000
- resale 3-bedroom bungalow is: \$1,100

Downpayment is 10 percent of house price.

Mortgage rates are amortized over 25 years

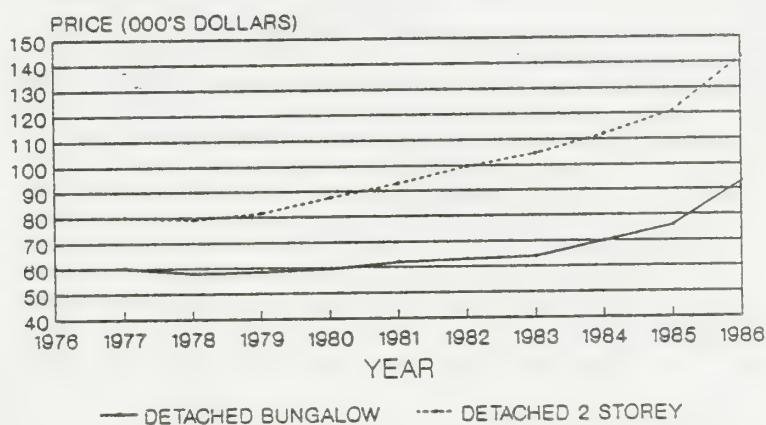
Monthly carrying costs for principle, interest, and taxes are calculated to a maximum of 30 percent of gross income of household. Interest is based 10 percent mortgage rates.

- 1) Royal Trust survey of Canadian housing prices.
- 2) Qualifying household income corresponds to the figure above in annual carrying cost column.



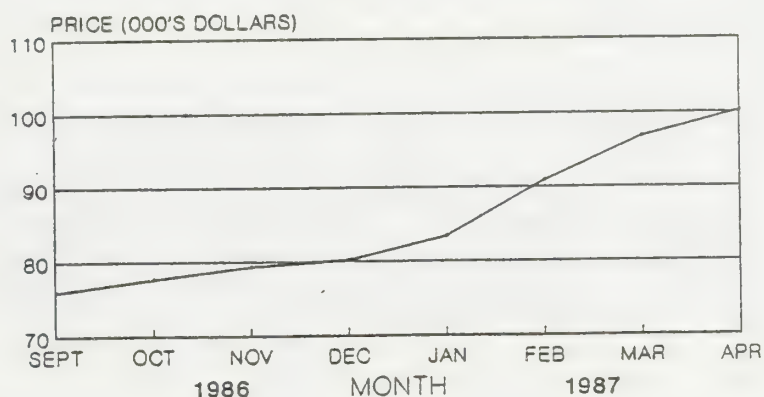
Moreover, housing prices have increased steadily since 1982 (Figure C) and have jumped dramatically in recent months (Figure D). Over the same period, incomes have not kept pace (Figure E). From 1982 to 1986, house prices increased 49%, but incomes only increased 18%. Notwithstanding lower interest rates, it is likely that an even smaller percentage of families can afford to purchase a single family house in 1987 than in 1982.

FIGURE C:  
AVERAGE HOUSE PRICES  
CITY OF HAMILTON

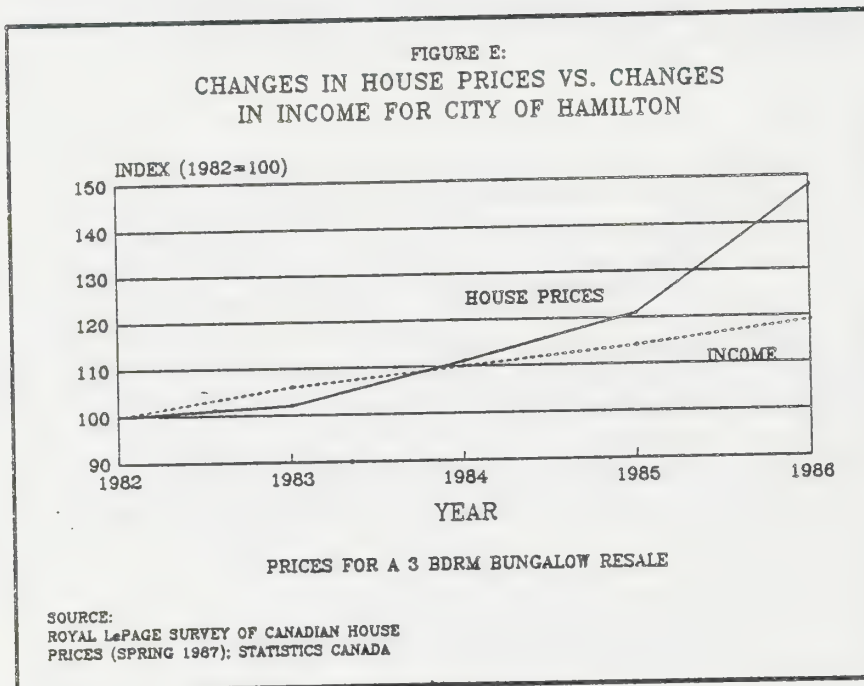


SOURCE:  
ROYAL LePAGE SURVEY OF CANADIAN  
HOUSING PRICES (SPRING 1987)

FIGURE D:  
AVERAGE RESIDENTIAL SALES,  
CITY OF HAMILTON



SOURCE:  
METRO. HAMILTON REAL ESTATE BOARD



With the costs of owning a single family home on the rise, other forms of housing become more desirable. One option is to rent accommodation, while a second is to purchase a condominium. Dwelling units that fall into these two categories tend to be apartments. The assessment roles indicate that a total of 54.9% of rental units in the City are apartments, including most of the less expensive rental units. An even higher proportion of condominium units (67.4% in 1982) are apartment units.

### 2.3.2 High Density Residential Demand and Demographic Factors

In recent years, there have been a number of significant changes in the structure of Hamilton's households: more are headed by single parents, senior citizens, and people in the 25-34 year age range, (see Table 6). All these changes effect demand for high density housing.

TABLE 6  
HOUSEHOLD CHARACTERISTICS, CITY OF HAMILTON

<u>Characteristic</u>	<u>1971</u>	<u>1981</u>
Lone parent families (%)	6.9	13.4
Average household size (persons)	3.4	3.1
Household heads 65+ (%)	18.0	20.0
Household heads 25-34 (%)	19.0	22.0
Source: Statistics Canada		

### Single Parents

Single parent households tend to have below average incomes (Table 7). Such households therefore are frequently unable to own their own homes, and are obliged to seek rental accommodation. Evidence for this is found in Figure F, if "female-headed households" is seen to correspond to "single parent households". This correspondence is reasonable, given that 85% of single parent households are female-headed, and in the 1981 census, households with a male adult were classified as being "male-headed". Figure F indicates that in Hamilton, 37% of female-headed households occupy apartments, compared to 34.1% of all households.

### Elderly Households

Because elderly households also tend to have lower-than-average incomes (Table 7) they are also attracted to rental accommodation and therefore, to apartment units. Certain elderly households, may have sufficient equity to overcome lower incomes. Such households may also be attracted to apartment units, however, through purchasing condominiums: elderly households tend to be smaller in size, and therefore have less space requirements. Figure F indicates that 42.1% of household with heads 65 or more are found in apartment units.



## Young Households

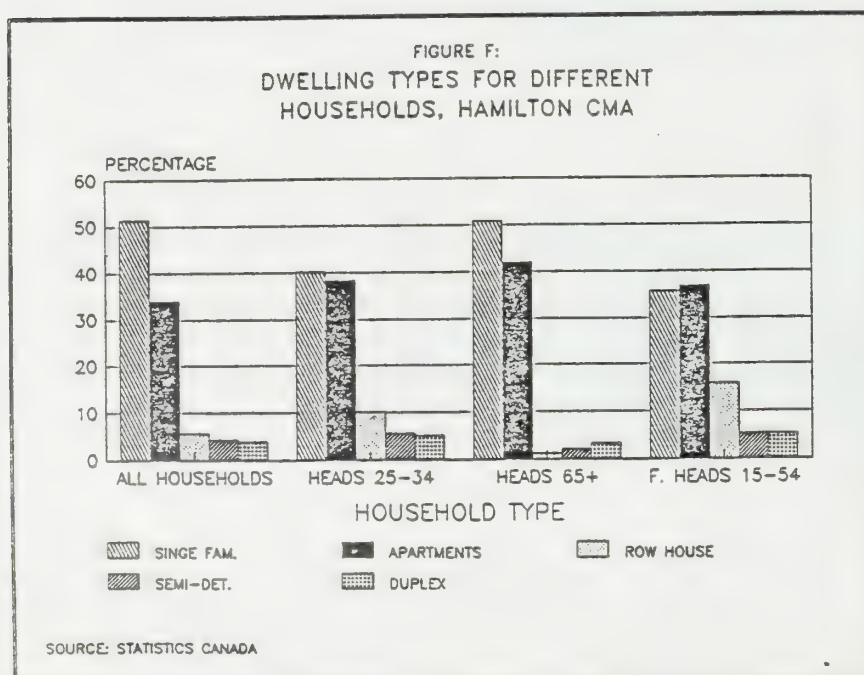
Owing to the "baby boom", there has been a significant increase in the number of households with heads 25-34. This group is attracted to apartment living for a number of reasons. First, they are more mobile and less likely to invest in a single family home. Second, such households are less likely to have the financial resources to purchase a home. Thirdly, given declines in fertility rates, households with heads in the 25-34 age range are less likely to have children than their parents at a similar age. For this reason, such households tend to be less "family-oriented" and tend to place less emphasis on the home environment. The expenditure of disposable income on travel and entertainment frequently takes precedence over investment in a home. As seen in Figure F, 38% of households with heads in the 23-34 age group are found in apartments, compared to 34.1% of all households.

TABLE 7

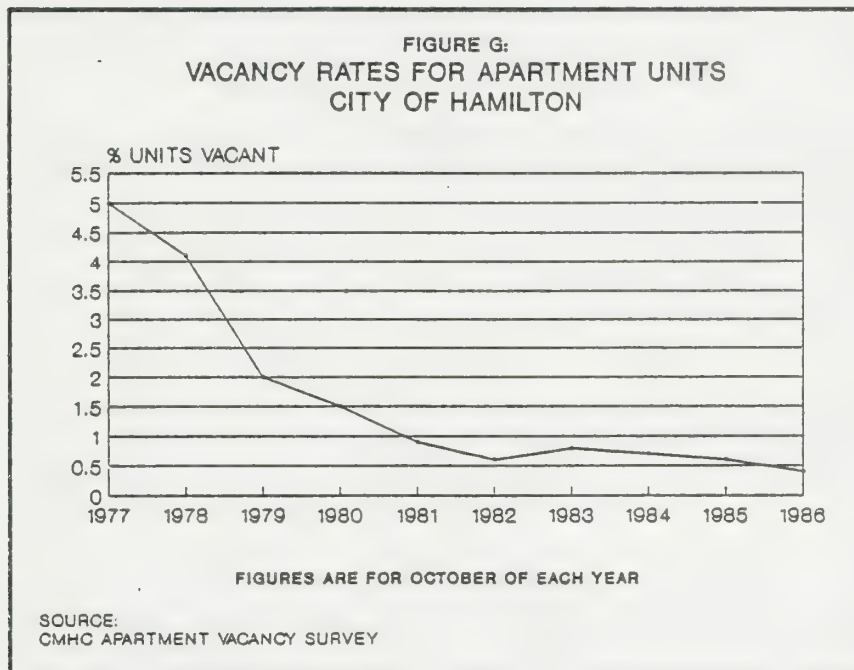
### HOUSEHOLD INCOME UNDER \$10,000 (1985)

Household Type	% Earning less than \$10,000
Single parent led	37.5
Heads 65 years +	28.3
One person, 65 years +	61.9
All households	14.1

SOURCE: Statistics Canada



Thus, demographic factors combine with the structure of the Hamilton housing market to increase the demand for high-density housing. Evidence for this increased demand can be found in the steadily declining apartment rental vacancy rate (Figure G) and in the large number of recent condominium applications. There have been 40 such applications since the beginning of 1980, including 11 in the first half of 1987.



### 2.3.3 High Density Residential Demand and the Central Area

The Central Area has a number of advantages and disadvantages as a place to live. Advantages include:

- o proximity to employment;
- o proximity to entertainment and shopping;
- o proximity to social and medical services; and,
- o access to public transportation.

Disadvantages include:

- o noise and air pollution;

- o parking and traffic problems;
- o relatively less green space (8.36 m<sup>2</sup> of parkland and school yard per person compared to 33.95 m<sup>2</sup> for the City as a whole);

For certain groups, the advantages of living in the Central Area clearly outweigh the disadvantages. Single-parent families, smaller households, non-family households and elderly households all are overrepresented in the Central Area (see Table 8).

- o Single-parent families as indicated above, typically have lower-than-average incomes, meaning that they are less likely to own an automobile (see Figure G). Proximity to employment, entertainment and public transit therefore are of importance. Given that single parents are more likely to be service dependent, access to social services also is of concern.
- o Elderly households tend to have less access to an automobile for income and health reasons (see Figure H). Living in the Central Area, therefore becomes attractive, due to the availability of shopping, entertainment and social and health services.
- o Households in the 25-34 age bracket are less likely to have children, and therefore, are more likely to place importance on being close to the social and cultural opportunities of the Central Area.

As noted in Section 2.3.2, these groups also are more likely to occupy apartment units. For this reason, the Central Area becomes a focus of demand for new-high density residential development.

TABLE 8

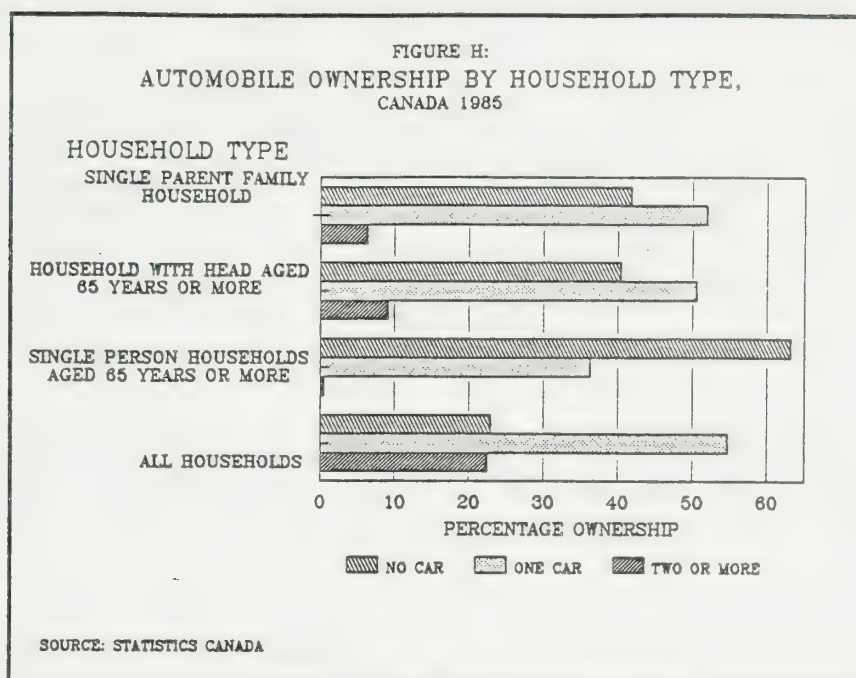
HOUSEHOLD CHARACTERISTICS:

CITY OF HAMILTON AND THE CITY'S CENTRAL AREA (1981)

<u>Characteristic</u>	<u>City</u>	<u>Central Area</u>
Lone parent families (%)	13.4	17.9
Average household size (persons)	3.1	2.8
Family income less than \$15,000 (%)	26.0	34.0
Population 25-34 (%)	26.3	31.1
Population 65+ (%)	13.1	19.0

SOURCE: Statistics Canada





## 2.4 Opportunities for Further Expansion

In conclusion, there is a demand for additional high density housing in the Central Area. Evidence suggests, however, that substantial additional development could take place on lands within the High Density Residential Zones, but not currently occupied by high density buildings. As seen in Table 9, a total of 7,740 apartment units could be constructed, housing 15,480 people.

TABLE 9  
Potential Population Increases  
Central Area High Density Residential Zones

	<u>E &amp; E-1</u>	<u>E-3</u>	<u>Total</u>
Units within zone not occupied by apartment buildings (hectares)	30.0	13.3	43.3
Average density (units/hectares)	148	247	
Total new units possible	4,440	3,300	7,740
Population per unit	2	2	
Total new population	8,880	6,600	15,480

Source: - Zoning Maps  
- Hamilton-Wentworth Planning Department  
(Density and PPU Figures)

### 3. Concerns Regarding High Density Housing

Since it has been determined that there is a demand for new high density development in the Central Area, it is necessary to identify the most suitable form of high density housing. This type of development can vary in terms of height (low rise, medium rise and high rise) and scale (from less than ten units to hundreds of units). Furthermore, a reasonable distribution of high density housing forms through the Central Area must be determined. Certain areas may be inappropriate for high density development of any type, while other sites might be suitable for one form, but not another.

In determining policies for high density residential development throughout the Central Area, it is necessary to consider a number of issues, as follows.

#### Existing Building Stock

Small scale high density housing projects often can be constructed behind or between existing structures. Larger scale projects, however, frequently require the demolition of existing structures in order to create suitable building sites.

In the Central Area of Hamilton, only 36% of the High Density Residential Zones currently is occupied by properties containing apartment buildings. Therefore, there is a potential for substantial additional high density residential development. At the same time, however, only 3% of the High Density Residential Zone consists of permitted infill sites. (See Map 4.) Therefore, under existing zoning regulations, most new development must be preceded by demolition and clearance.

It should be noted that any decision on the importance of preserving the existing building stock must depend upon the quality of that stock. Clearly, the net effect of the demolition and clearance of certain areas must enhance the residential component of the area in question.

It is evident, however, that certain portions of the Central Area's High Density Residential Zones have a high quality housing stock. As outlined in Table 10, there are 14 structures designated under the Heritage Act, and approximately 162 others listed by the Local Architectural Conservation Advisory Committee (LACAC) as being of architectural or historical merit. The Durand Neighbourhood has the majority of both designated and listed buildings. As noted in Table 11, only one heritage building is completely protected from demolition (by a heritage easement). The Heritage Act can only delay the demolition of the others by 180 days. Other buildings, though, are insulated from the development pressure by zoning that permits their "adaptive reuse". Allowing commercial uses in a structure built for residential purposes, for example, can help maintain its economic viability.

TABLE 10: HISTORICAL BUILDING  
IN THE CENTRAL AREA HDR ZONES

	<u>No. Designated</u>	<u>No. Listed</u>	<u>TOTAL</u>
North End West	0	0	0
North End East	0	0	0
Industrial Sector A (Part)	0	0	0
Central	2	30	32
Beasley	0	0	0
Landsdale (Part)	0	0	0
Durand	10	77	87
Corktown	2	45	47
Stinson (Part)	0	0	0
<u>TOTAL</u>	<u>14</u>	<u>162</u>	<u>176</u>

SOURCE: Local Architectural Conservation Advisory Committee (LACAC)

TABLE 11: PROTECTION OF DESIGNATED

<u>Address</u>	<u>Neighbourhood</u>	<u>Original Use</u>	<u>Current Use</u>	<u>Adaptive Reuse (and permitting By-law if Applicable)</u>	<u>Other measures that discourage demolition</u>
107 George	Central	SF Residential	Residential	No E-3/S 390	
109 George	Central	SF Residential	Commercial	Yes E-3/S 390	
27 Bold	Durand	Apartments	Apartments	No E I/S 875	
207 Caroline	Durand	SF Residential	SF Residential	No E	
209 Caroline	Durand	SF Residential	SF Residential	No E	
211 Caroline	Durand	SF Residential	SF Residential	No E	
51 Herkimer	Durand	SF Residential	Office/Apartments	Yes E/S 303	
75 Hunter	Durand	School	School and Offices	Yes E-3/S 661	
250 James	Durand	SF Residential	Commercial/Office	Yes E-1	
252 James	Durand	SF Residential	Commercial/Office	Yes E-1/S9320	
262 James	Durand	SF Residential	Commercial/Office	Yes	
268 James	Durand	SF Residential	Commercial/Office	Yes	
95 Arkledun	Corktown	SF Residential	Apartments	Yes	Heritage Easement
46 Forest	Corktown	SF Residential	Commercial/Office	Yes E-1/S 511	

SOURCE: LACAC.



Thus, development pressure can threaten the preservation of the High Density Residential Zone's existing building stock . Two solutions are possible, however. First, the Zoning By-law can be changed to permit more high density residential infilling (e.g., the centre of the block or on an unused portion of a property containing an apartment building - see Map 4). Alternatively, the High Density Residential Zones can be expanded, thus redistributing high density development.

### Views

High Density Housing Projects can obstruct views of what is deemed important by community standards. Such projects may result in dwelling units which have excellent views, but it is also necessary to consider the impact upon what can be seen from street level and from existing buildings. Concentrations of high rise buildings have the greatest capacity to obstruct views. It should be noted, however, that even low rise buildings can block views from the street.

In the Central Area of Hamilton, the preservation of views of the Escarpment and Harbour should be considered important.

### Shadow Casting

As with all buildings, high density housing projects can cast shadows upon public spaces (sidewalks, roadways and parkland) and adjacent properties. High rise buildings have the greatest potential for casting shadows beyond the lot upon which they are situated, though the careful siting of a building upon its lot can reduce this problem. It should also be noted that even low rise buildings can cast shadows upon public spaces and adjacent properties, if situated close to the lot line.

### Microclimatic Effects

It is possible for structures, acting alone or in intersection with one another to alter the microclimate in a manner which is uncomfortable, or even dangerous to people. This is especially true in the case of wind currents. Large scale, high rise buildings can create the most problems in this regard, although superior building design can significantly reduce wind velocity.

In a 1983 study, "Consideration of Pedestrian Level Winds in the City of Hamilton", the Planning and Development Department established that the "wind effect" is not just limited to cities like New York or Toronto with very large concentrations of high rise buildings. As illustrated by a number of case studies in the Report, the wind effect represents a relevant planning issue for the Hamilton Central Area.






# MAP 4

POSSIBLE AREAS FOR  
IN-FILL DEVELOPMENT  
WITHIN 'E' AND 'L-mr-2'  
ZONES

## LEGEND

- In-fill Areas
- ▲ Existing High-Rise Site With Additional Development Potential (example)
- Inner Block Area With Development Potential (example)

## ZONES

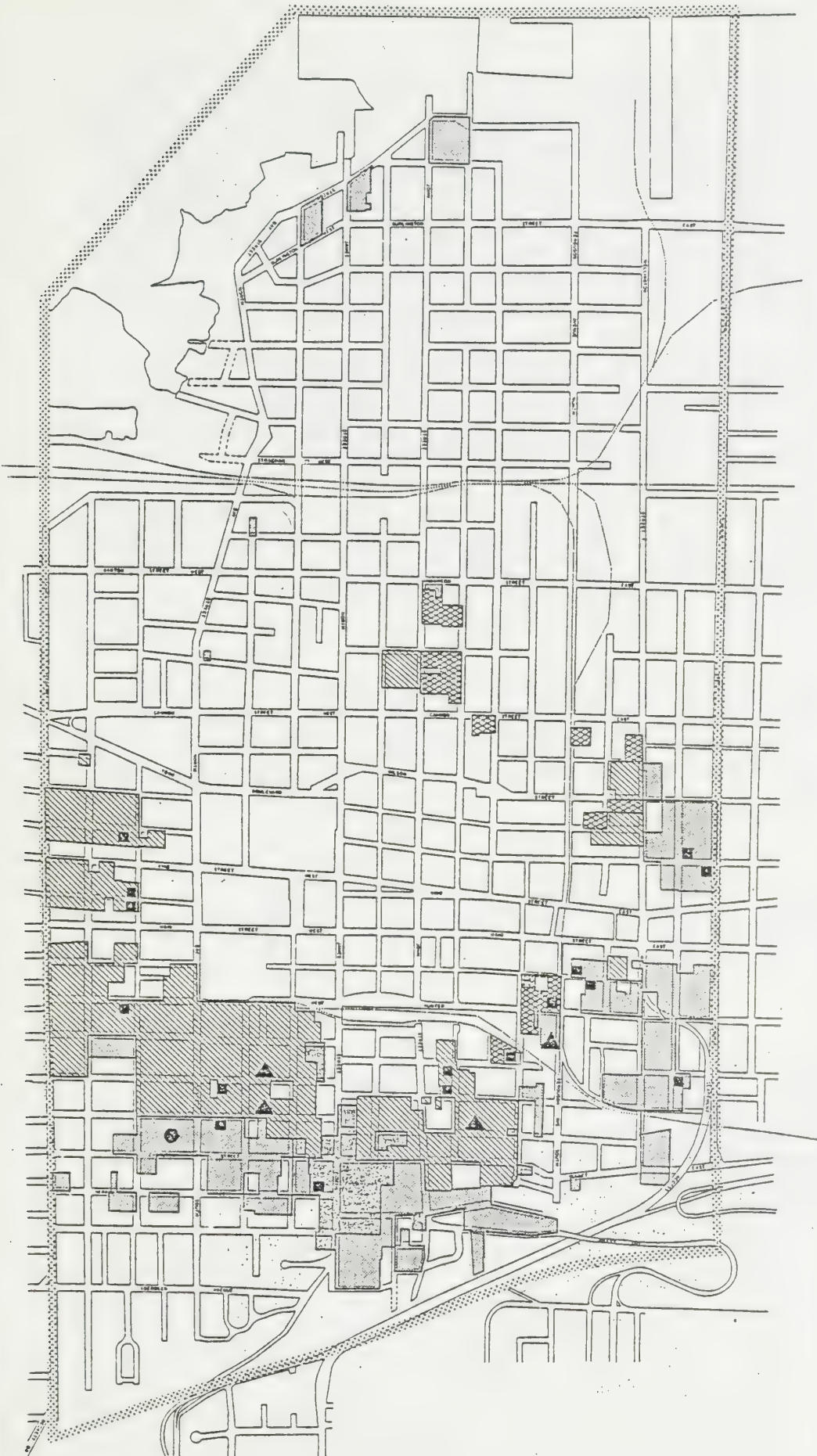
-  E
-  E-1
-  E-3
-  L-mr-2
-  CENTRAL AREA BOUNDARY

## CENTRAL AREA HAMILTON

prepared for the CITY OF HAMILTON by the  
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0 475 950 Feet  
SCALE





### Compatibility of Form

New high density development may be incompatible with the surrounding existing building stock. Different front yard setbacks, building spaces or eye level architecture can break up the streetscape. Special problems are associated with large scale projects and high rise ones. These would be compatible with existing development of a similar type, and with the streetscape characteristic of the Central Area's downtown core. Problems would be encountered, however, in residential areas developed before the 1960's. Such areas, whether composed of single family homes, row housing or multiple unit housing, tend to be dominated by buildings low in height (three floors or less), closely spaced, and close to the street.

As with determining the importance of retaining the existing building stock, assessing the importance of compatibility of form requires an analysis of the quality of the streetscape in question. The preservation of streetscapes is not a goal in itself, but should enhance the quality of urban life, making the Central Area a desirable place to live.

In the Central Area, however, it is evident that certain streetscapes within the High Density Residential Zone are worth preserving. This is seen especially in the Heritage Districts proposed for the block bounded by McNab, Bold, Hurst and Charles, and for James Street South.

### Human Scale

High density housing projects may have a scale inappropriate for certain parts of the Central Area. In other words, building elements are of a scale too massive to be "taken in" by the pedestrian. This problem can be partially eliminated, however, through "breaking up" building facades into manageable elements.

### Traffic

High density residential projects, especially large scale ones, can generate a large volume of traffic. This effect can be multiplied in the case of concentrations, of such projects.

### Parking

High density residential projects require a large number of parking spaces. If an insufficient number are provided on site, local streets may become congested. Again, this problem can be multiplied if a number of large scale high density projects are situated in close proximity to one another, or to other land uses which have high parking requirements.



## Greenspace

Greenspace enhances the quality of urban life. The retention of greenspace, therefore, is an important objective in residential areas. In a situation where low rise and high rise high density residential developments are permitted, but with the same floor area/lot area ratio, the latter can offer more greenspace, if the remainder of the lot is used for this purpose.

## **CONCLUSION**

It is necessary to address the above issues in the development of policies for high density residential development in the Central Area. It is essential to determine which of the above issues are most significant, and to work to resolve them. In this way, it is possible to achieve an appropriate mix of high density housing types and to distribute them in a suitable manner through the Central Area.

#### 4. Policies, Programs and Regulations Pertaining to Central Area Housing Policy

##### 4.1 Introduction

This Section identifies those policies, programs and regulations affecting high density housing in the Central Area. The extent to which these address the need for additional development of this type and the issues associated with high density housing are also assessed.

City land use policies pertaining to high-density housing in the Central Area are first outlined. The implications of the Zoning By-law and the Site Plan Control By-law for high density housing also are reviewed, and the extent to which they implement Planning Policy and the these By-laws is identified.

In addition, the impact of other Government controls over high density residential development in the Central Area is assessed. Policies such as those contained in the Niagara Escarpment Plan, programs such as the provincial Assured Housing Program and regulations such as the Demolition Control By-law are examined.

##### 4.2 Hamilton Land Use Policies and Regulations

###### 4.2.1 Policy

The relevant written policies are found in a number of approved planning documents, including the Official Plan and the Central Area Plan. The first of these takes precedence. The Official Plan is not only approved by Council, but also by the Minister of Municipal Affairs, and represents the City's chief planning instrument.

Related policies are found in a number of draft planning documents. Most important among these are: the Central Area Plan Update, (which is a draft Official Plan Amendment) the North End Waterfront Neighbourhood Plan, and the Durand Neighbourhood Plan.

The policies related to high-density housing found in these five documents are outlined in Appendix "C". A high degree of consistency between the policies permits a concise summary of Hamilton's policies on high density residential development in the Central Area (see Table 12).

TABLE 12

COMPATIBILITY BETWEEN PLANNING POLICY AND THE ZONING BY-LAW

<u>Policy area</u>	<u>Policy</u>	<u>Implications of Zoning By-law</u>
<u>Level/type of development</u>		
Housing Stock	The population of the Central Area will increase. More housing will be encouraged.	The widespread zoning for densities well beyond existing densities permits increases in the Central Area's housing stock and population.
Housing Mix	A mix of housing types will be encouraged.	The presence of D, C and CR Zones in addition to E Zoning in the Central Area permits a mixture of housing types.
Income Mix	Housing for all incomes will be available.	Not addressed by the Zoning By-law.
Building Rehabilitation	The renovation and rehabilitation of existing buildings will be encouraged as an alternative to demolition.	Not addressed by the Zoning By-law.
Adaptive Reuse	The adaptive reuse of existing buildings will be encouraged.	The High Density Residential Zones currently prohibit most commercial uses (doctor's office, etc.) suitable for a previously residential structure. Parking requirements for two or three family dwellings discourage the subdivision of single family homes.
Infilling	New development will be in the form of infilling.	Minimum yard requirements effectively prevent infilling between or behind existing dwellings. Minimum lot sizes discourage the severing of the rears of existing property to create a building lot in the centre of a block.
<u>Urban design</u>		
Views	Measures will be adopted to protect views of the Escarpment.	Permitted heights are lower towards the Escarpment, owing to the presence of "D" (Urban Protected Residential - One and Two Family Dwellings) and "C" (Urban Protected Residential) Zones but there are no view protection provisions within any High Density Residential Zone or any other Zone.
	Measures will be adopted to protect views of the Harbour and significant architectural features.*	Not addressed by the Zoning By-law.
Shadow casting	Measures will be adopted to ensure acceptable amounts of shadow casting upon, and light access to adjacent properties.	Not addressed by the Zoning By-law.
Microclimate	New development will take into account any impact upon the microclimate, to reduce negative impacts upon the pedestrian.	Not addressed by the Zoning By-law.
Compatibility	Development which is compatible with surrounding development in terms of height, setbacks, building material, building lines and architectural design will be encouraged.	As indicated above, the High Density Residential Zones encourage the construction of high rise buildings with large setbacks on all sides. This is compatible with existing high rise construction, but not other forms of development. There are no controls over building material, lines or architecture.



TABLE 12 (Cont'd)

## COMPATIBILITY BETWEEN PLANNING POLICY AND THE ZONING BY-LAW

<u>Policy area</u>	<u>Policy<sup>1</sup></u>	<u>Implications of Zoning By-law</u>
Human scale	<p>New development which creates conflicts with existing development will not be permitted.</p> <p>High rise development will be discouraged in low-rise areas. .</p> <p>Development which respects the human scale will be encouraged.</p>	<p>The High Density Residential Zones permit the construction of high rises beside single family homes.</p> <p>Certain low rise areas are within the High Density Residential Zones, some being zoned E-3.</p> <p>Floor area/lot area ratios of up to 2.55 encourage large buildings. Yard requirements, landscape requirements and density houses encourage tall ones. There are no provisions for setbacks above ground level that might give a massive structure more of a human scale.</p>
Low Rise	Low rise, high density structures will be encouraged as an alternative to high rises.	Yard requirements and landscape requirements require that developers build up to achieve the maximum permitted densities. Landscape bonuses help to increase height further (see Appendix D).
Green Space	Attractive landscaping will be encouraged in open areas around large buildings.	Landscaping areas are required around all apartment buildings in the High Density Residential Zones. In the E-3 Zone, bonuses are offered to increase landscaped area, up to 70% of the lot.
<u>Heritage Conservation</u>		
Building Preservation	The preservation of buildings with historical and/or architectural merit will be discouraged.	Not addressed by Zoning By-law.
Adaptive Re-use	The adaptive reuse of such structures will be encouraged.	Restrictions on permitted uses and parking requirements discourage this - See above.
Districts	New development within or close to residential areas having historical or architectural merit will not be permitted, if that development detracts from the area.	Not addressed by the Zoning By-Law.
<u>Traffic and Parking</u>		
Traffic	Uses which generate heavy traffic should be kept to the periphery of neighbourhoods.	Concentrations of land for further high density residential development, a major generator of traffic, is not all located at the periphery of neighbourhoods.
Parking	Residential parking should be provided on site.	At least 0.8 parking spaces per unit must be provided for new multiple residential buildings (see Table 14 and Map 6). This is likely sufficient in most cases, although two car households and a need for guest parking create difficulties.

NOTE: These policies are a summary of those in Appendix C. Policies followed by a \* are ones which appear in draft planning documents, but not in approved ones.

Overall, land use policies for housing in the Central Area support:

- o more residential development;
- o a greater mixture of housing types and income groups;
- o the maintenance of the existing building stock through building rehabilitation, adaptive reuse, and development through infilling;
- o the consideration of the following urban design issues;
  - preservation of views and vistas;
  - minimization of shadows cast upon adjacent properties;
  - regulation of wind and other microclimatic effects;
- o the compatibility of new development with old;
- o the maintenance of a "human scale";
- o an increase in the proportion of high density development which is low rise;
- o the retention of green space around large residential buildings;
- o the preservation of heritage buildings and districts;
- o the minimization of traffic in the centre of neighbourhoods;
- o the provision of adequate parking.

The neighbourhood plans for the nine neighbourhoods wholly or partly within the Central Area designate certain lands for high and medium-density apartments (see Map 5). Currently, a new Durand Neighbourhood Plan is being prepared. This draft plan defers the decision on whether any areas zoned "E", "E-1" or "E-3" should be redesignated until the completion of this Study.

#### 4.2.2. Regulations

Land use regulations affecting development in the Central Area High Density Residential Zones are found in the Zoning By-law and to a lesser extent, the Site Plan Control By-law.

The Zoning By-law identifies the uses permitted in each of the High Density Residential Zones. These are listed in Table 13. Parking restrictions are also outlined (see Table 14 and Map 6), as are standards for lot size, yard requirements, building height, floor area/lot area ratio, and landscaping (see Table 15).

# MAP 5

## CENTRAL AREA NEIGHBOURHOOD PLAN DESIGNATION

### LEGEND



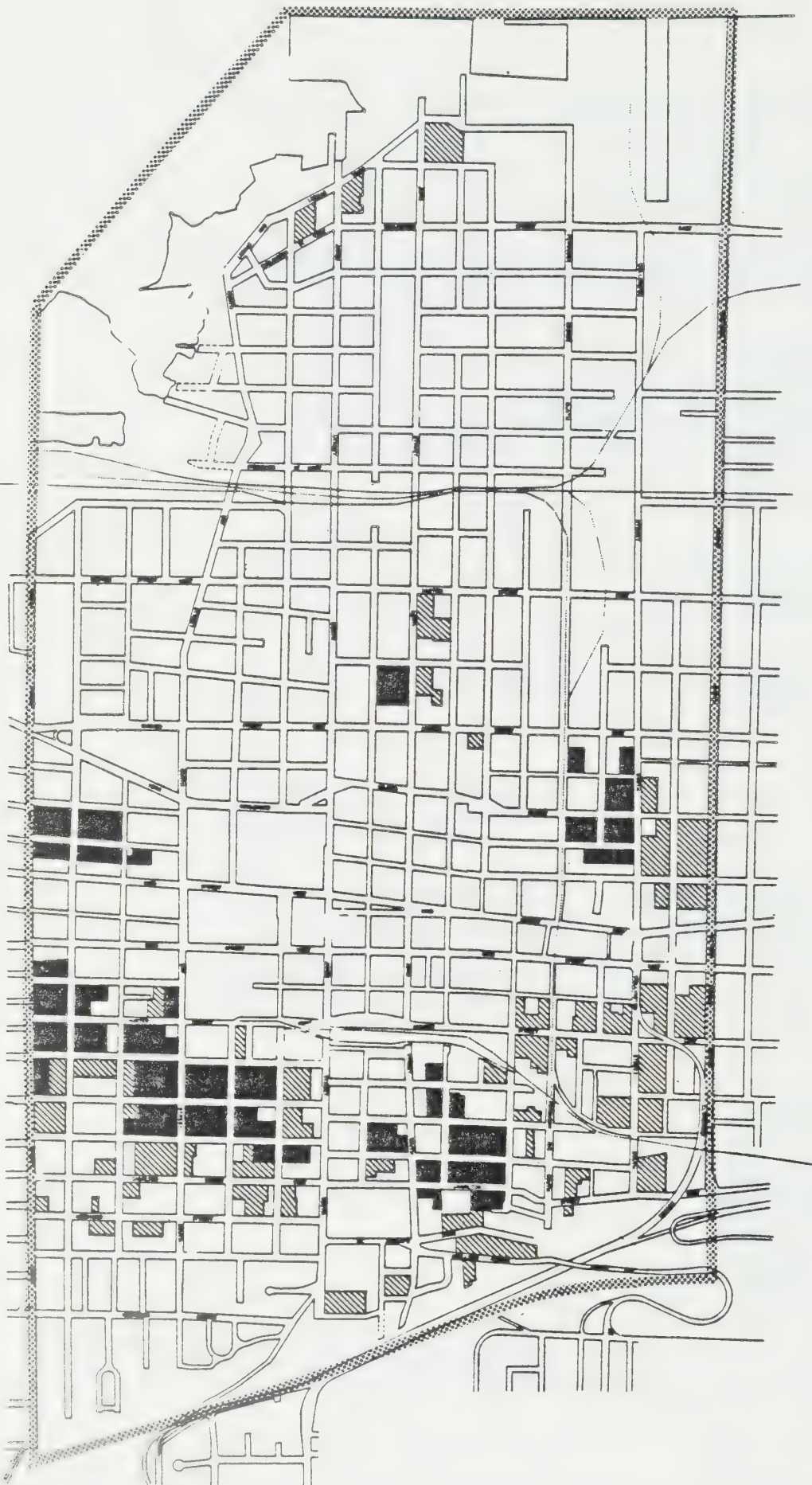
HIGH DENSITY  
APARTMENTS



MEDIUM DENSITY  
APARTMENTS



CENTRAL AREA  
BOUNDARY



CENTRAL AREA HAMIL

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of the Regional Municipality of Hamilton-W



SCALE



# MAP 6

## PARKING

### REQUIREMENTS FOR MULTIPLE RESIDENTIAL STRUCTURES IN CENTRAL AREA

#### LEGEND

##### ZONES



0.8 PARKING SPACES/UNIT



1 PARKING SPACE/UNIT



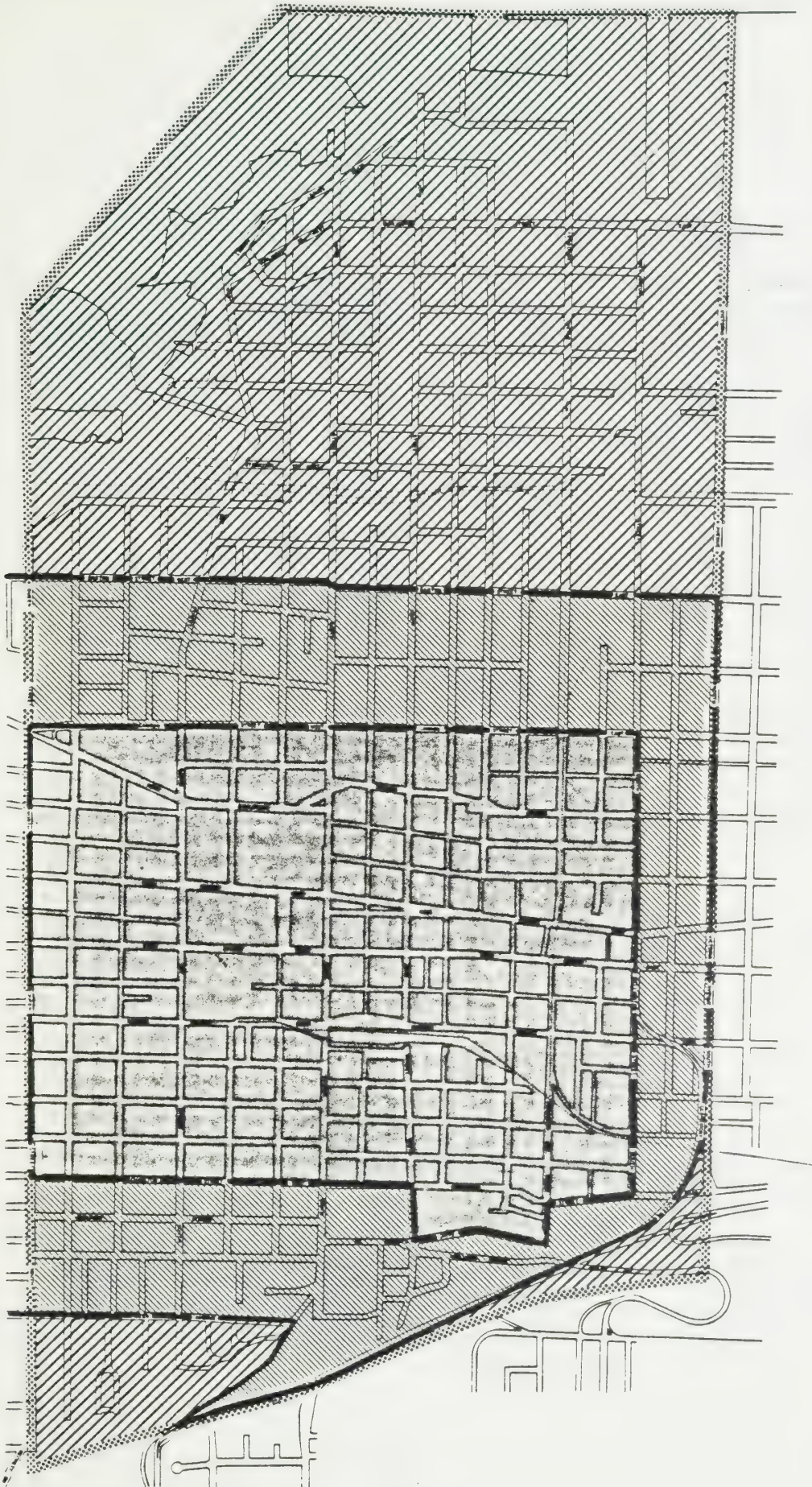
1.25 PARKING SPACES/UNIT



PARKING ZONE BOUNDARY



CENTRAL AREA BOUNDARY



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TABLE 13  
PERMITTED USES IN HIGH DENSITY RESIDENTIAL ZONES

ZONING DISTRICT	RESIDENTIAL USES	INSTITUTIONAL USES	PUBLIC USES	COMMERCIAL USES	ACCESSORY USES WITHIN A MULTIPLE DWELLING OF 100 UNITS OR MORE	MISCELLANEOUS OR INCIDENTAL USES
"E"	<ul style="list-style-type: none"> <li>-Single family dwelling</li> <li>-Two family dwelling</li> <li>-Converted dwelling</li> <li>-Townhouse dwelling</li> <li>-Three family dwelling</li> <li>-Multiple dwelling</li> <li>-Students' residence</li> <li>-Residential care facility</li> <li>Lodging house or tourist home</li> <li>-Short term care facility</li> <li>-Foster home</li> </ul>	<ul style="list-style-type: none"> <li>-Nursing home</li> <li>-Public or Private hospital</li> <li>-Home for the aged</li> </ul>	<ul style="list-style-type: none"> <li>-Private club, lodge</li> <li>-Fraternity or Sorority house or labour union hall</li> </ul>	<ul style="list-style-type: none"> <li>-Office or consulting use by charitable institution</li> <li>-Personal clinical service by a charitable institution</li> </ul>	<ul style="list-style-type: none"> <li>-Beauty Parlour</li> <li>-Barber Shop</li> <li>-Shoe shine parlour</li> <li>-Tobacconist and newsdealer</li> <li>-Valet service</li> <li>-Automatic vending machines</li> <li>-Laundry or dry cleaning establishment</li> <li>-Retail variety store</li> </ul>	None
"E-1"	Same as "E"	Same as "E"	Same as "E"	Same as "E" with: <ul style="list-style-type: none"> <li>-Conversion of an existing dwelling into an office building</li> <li>-Conversion of all or part of the first storey of an existing dwelling for commercial uses</li> </ul>	Same as "E"	None
"E-2"	<ul style="list-style-type: none"> <li>-Single family dwelling</li> <li>-Two family dwelling</li> <li>-Three family dwelling</li> <li>-Converted dwelling</li> <li>-Townhouse dwelling</li> <li>-Multiple dwelling</li> <li>-Residential care facility</li> <li>-Short term care facility</li> <li>-Foster home</li> </ul>	<ul style="list-style-type: none"> <li>-Day nursery</li> <li>-Nursing home</li> </ul>	<ul style="list-style-type: none"> <li>-School or seminary of learning</li> <li>-College or university</li> <li>-Cultural, recreational or community</li> <li>-Recreational use</li> </ul>	None	Same as "E"	<ul style="list-style-type: none"> <li>-Private garage or stable</li> <li>-Parking area</li> <li>-Storage garage</li> </ul>
"E-3"	Same as "E"	Same as "E"	Same as "E"	Same as "E"	Same as "E"	None

Notes: Several land uses include special conditions.  
Refer to By-Law for more complete definition.

The LMR-2 Zoning District does not permit any uses without a zoning change. Existing structures, therefore, cannot be added to, or have been used for new purposes.

Source: City of Hamilton Zoning By-Law No. 6593.



TABLE 14  
PARKING REQUIREMENTS FOR RESIDENTIAL USES

<u>Class of Use</u>	<u>Minimum Number of Required Parking Spaces</u>
(a) Single family dwelling;	(a) 1 space per class A dwelling unit;
(b) Two-family dwelling;	(b) 1 space per class A dwelling unit;
(c) Three-family dwelling;	(c) 1.33 spaces per class A dwelling unit;
(d) Townhouse dwelling; Maisonette dwelling;	(d) 1.5 spaces per class A dwelling unit;
(e) Street townhouse dwelling;	(e) 1 space per class A dwelling unit;
(f) Townhouse dwelling, Maisonette dwelling with garage parking space enclosed or attached to each dwelling unit;	(f) 1.3 spaces per dwelling unit of which 1 space shall be covered and attached to or enclosed within each dwelling unit;
(g) Multiple dwelling;	(g) 1.25 spaces per class A dwelling unit except as follows: <ul style="list-style-type: none"> <li>(i) 0.8 of a space per class A dwelling unit within area "A" shown on Map 6;</li> <li>ii) 1 space per class A dwelling unit within area shown on Map 6.</li> </ul>

Source: City of Hamilton Zoning By-Law No. 6593  
By-Law 83-66



TABLE 15 - ZONING REQUIREMENTS FOR HIGH-DENSITY DEVELOPMENTS

ZONE	FRONT YARD REQUIRED	SIDE YARD REQUIRED	REAR YARD REQUIRED	MAX. FLOOR AREA RATIO	MAXIMUM HEIGHT	LANDSCAPING REQUIRED	LANDSCAPING BONUS	MINIMUM LOT SIZE
"E"	Min. - 9.84' Max. - 24.61'	Min. - 3.94' Max. - 44.29'	Min. - 9.84' Max. - 44.29'	1.7	12 storeys (127.95')	25%	None	Width - 15 m Area - 450 m <sup>2</sup>
"E-1"	Min. - 9.84' Max. - 24.61'	Min. - 3.94' Max. - 44.29'	Min. - 9.84' Max. - 44.29'	1.7	12 storeys (127.95')	25%	None	Width - 15 m Area - 450 m <sup>2</sup>
"E-2"	Min. - 9.84' Max. - 24.61'	Min. - 3.94' Max. - 44.29'	Min. - 9.84' Max. - 44.29'	1.19	12 storeys (127.95')	25%	None	Width - 15 m Area - 540 m <sup>2</sup>
"E-3"	Min. - 9.84' Max. - 24.61'	Min. - 4.92' Max. - 44.29'	Min. - 9.84' Max. - 44.29'	2.55	18 storeys (187.01')	40%	GFA is increased by .2 m <sup>2</sup> for every .1 m <sup>2</sup> of landscaping area in excess of minimum require- ment up to 70% of lot area.	Width - 15 m Area - 450 m <sup>2</sup>

Source: City of Hamilton Zoning By-Law No. 6593

The Site Plan Control By-law permits the City to review design features and coordinate the following:

- o overall site design;
- o the impact of the proposal on surrounding land use;
- o siting of buildings;
- o grading;
- o parking lot layout;
- o access;
- o building design and landscaping.

All multiple residential buildings within the High Density Residential Zones are subject to Site Plan Control.

### 4.2.3 Implementation of Land Use Policies

Table 12 identifies the implications of the Zoning By-law for implementation of housing policies in the Central Area. The Zoning By-law agrees with planning policy that more residential development should occur, that adequate parking should be provided, and that green space should be provided around large residential buildings.

In other cases, however, the Zoning By-law does not adequately implement planning policies. Indeed, in some cases, regulations negate the intent of these policies. One important example is that while planning policy supports development through infilling, the Zoning By-law discourages this through the pressure of minimum frontages and lot sizes. Similarly, while planning policy emphasizes compatibility in form, "the human scale" and "low rise development", developers find that if they wish to achieve the maximum permitted densities, it is necessary to construct high rise buildings (see Appendix D).

Other planning policies are not contradicted by the Zoning By-law, but are not implemented by it either. Examples are the minimization of the shadow cast upon adjacent properties and the preservation of heritage buildings. It should be noted that the Zoning By-law is not always the most appropriate tool for the implementation of such policies.

Conflict also exists between the Zoning By-law and the Neighbourhood Plan designations. As seen on Map 7, certain areas are designated for high or medium density apartments, but not appropriately zoned ("E", "E-1", "E-2", "E-3" or LMR-2).


The opposite, however, is more common: a site is within the High Density Residential Zones, but is not appropriately designated. This can lead to intense residential development in areas considered to be inappropriate for such a use in the neighbourhood planning process.


Some such sites are used for institutional purposes and therefore are unlikely to be redeveloped in the near future. An example would be the Central Public School site, bounded by Park, Hunter, Bay and Bold Streets, which is zoned "E-3". Other sites, however, are likely subjects for development pressure, although land assembly might create difficulties. An example would be the block bounded by McNab, Hurst, Charles and Bold Streets, which is designated "low density apartments", "commercial and apartments" and "institutional", and therefore has not been considered an appropriate locale for high density residential development. Indeed, the special character of the block has seen it included in a proposed heritage district. Despite this, the block is zoned "E-3".

# MAP 7

## AREAS OF CONFLICT BETWEEN NEIGHBOURHOOD DESIGNATIONS AND ZONING

### LEGEND

 AREAS ZONED FOR  
MULTIPLE RESIDENTIAL  
BUT NOT DESIGNATED (i)

 AREAS DESIGNATED FOR  
MULTIPLE RESIDENTIAL  
BUT NOT ZONED (i)

 CENTRAL AREA  
BOUNDARY

(i) Multiple residential is defined  
as medium and high density  
apartments in neighbourhood plan  
and zones E, E1, E3 in the zoning  
by-law.



CENTRAL AREA HAMILTON

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of the Regional Municipality of Hamilton-Wentworth





The Site Plan Control By-law has the capacity to implement planning policies in a variety of ways. For example, front yard setbacks can be considered, to encourage the creation of a more homogeneous streetscape. Similarly, landscaping can be examined to ensure that the available green space is both aesthetically pleasing and useful to residents. At present, however, the Site Plan Control By-law generally is used only to enforce standards contained in the Zoning By-law. In its negotiations with developers, the City does not use the By-law to oblige developers to alter their plans in other ways. Thus, only one applicant (in 1975) has ever felt the need to appeal the decision made by the City.

#### 4.3 Other Policies, Programs and Regulations Affecting High-Density Residential Development

A variety of policies, programs and regulations beyond those associated with Hamilton's land use control provisions affect high-density residential development in Hamilton's Central Area. These are outlined below. For each, the level of government involved is identified, the parts relevant to high-density development are described, and any potential or existing impact is assessed in terms of the policy areas listed in Table 12.

##### 4.3.1 Niagara Escarpment Plan

**Jurisdiction:** Niagara Escarpment Commission (NEC), a Provincial Agency

**Description:** This plan, a revised version of which currently awaits Cabinet approval, establishes land use policies for lands within NEC jurisdiction and establishes a permit system that ensures that all development conforms to these policies.

Part of Hamilton's Central Area is covered by the revised Plan's Urban Area designation (see Map 8). Policies relevant to high-density residential development include:

- o "All development should be of an urban design compatible with the visual and natural environment of the Escarpment. Where appropriate, provision for adequate setbacks and screening should be required to maintain the visual impact of urban development on the Escarpment landscape."
- o "Development proposals should be compatible with and provide for the protection of historical features or areas, archeological sites and structures of architectural significance."

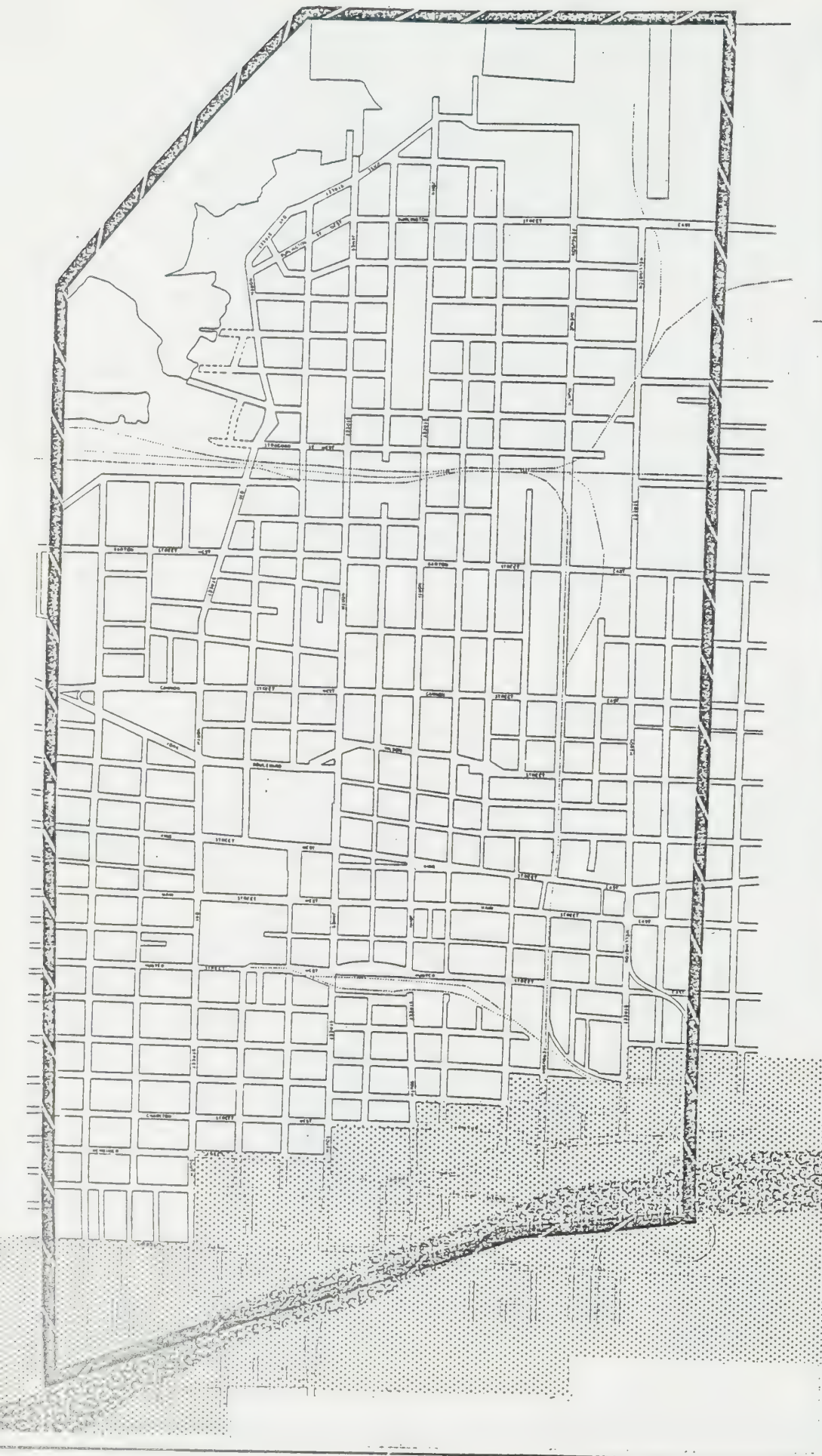


2000年12月15日

456

### Central Area Bound

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**Impact:** The Niagara Escarpment Plan can affect **views and vistas and heritage conservation**. There are policies in these areas similar to those of the City's Central Area Plan and Official Plan, but are more enforceable, because of the presence of the permit system. The NEC can deny a development application if it does not conform to the policies in the Plan.

The current development control area recognized by the City does not wholly correspond to the Urban Area in the revised NEC Plan. This will change upon the approval of Cabinet.

The commitment of the NEC to the policies in its current plan, which generally correspond to those in the revised plan, is reflected in the refusal to grant a demolition permit for the 1870's Italianate residence situated at 74 Charlton East, to make way for a five-storey nursing home. This refusal was upheld in June, 1987 by the Minister of Municipal Affairs.

Overall, however, the Plan currently has only a limited impact on high-density residential development in the Central Area, given that almost all high density residential properties within NEC jurisdiction zoned for such a use are occupied by newer structures. It is unlikely that these would be targets for redevelopment.

#### 4.3.2 Property Standards By-law

**Jurisdiction:** City, under powers granted to the municipality by the Planning Act.

**Description:** Establishes requirements for properties and any buildings or structures erected upon them.

**Impact:** By setting requirements in areas such as minimum ceiling height, minimum dwelling unit size, and minimum kitchen counter space, the Property Standards By-law can discourage the growth of the housing stock:

- o Conversions may be prevented altogether.
- o The number of new dwelling units may be reduced.
- o The necessary renovations may be made more costly.



In this way, **building rehabilitation** may become less profitable if conversions are necessary to maintain the planning viability of a structure. This is especially true for **heritage structures**, built before current building standards became widespread. At the same time, however, all renovations should be required to provide healthy and safe living environments.

#### 4.3.3 Residential Rent Regulation Act

Jurisdiction: Province.

Description: This Act controls rent increases, through the establishment of an annual rent review guideline (5.2% in 1987).

As a result of 1986 amendments to the Act, rent controls were extended to all private rental units. Previously, only rental units constructed or converted prior to 1975 were covered.

The 1986 amendments also provided for the establishment of a rental registry, which permits tenants to verify that the rents they are being charged are within the rent review guideline.

Impact: The Act can discourage the growth of the housing **stock** by reducing the profitability of the rental housing market. The number of new rental units created through construction or conversion is limited.

The **income mix** found in the Central Area also is influenced. Low profits in the rental sector can encourage the development of condominiums. Higher incomes would be required to purchase such units.

#### 4.3.4 Rental Housing Protection Act

Jurisdiction: Province, administered by municipalities.

Description: The Act applies to buildings which:

- o have been used for rental accommodation within the last year,
- o have more than four rental units,

- o have not been declared unsafe and unfit for human habitation,
- o are not part of a Provincial housing program and,
- o are located within municipalities with a population in excess of 25,000.

The Act requires municipal approval of: demolition; renovations and repairs; conversions to co-ops; conversions to condominiums; and severances.

In general, the criteria for making the decisions are as follows: the impact on the size of the existing rental stock and whether the building owner has provided his/her tenants with similar-priced accommodation in the same area.

This Act supercedes a Hamilton-Wentworth Regional policy restricting conversions of rental buildings to condominiums, when the vacancy rate is less than 2%

**Impact:** The Act potentially can help to maintain the Central Area's current **income mix**, through encouraging the retention of existing low rent housing units. The **housing stock** may be prevented from shrinking through impeding the redevelopment of residential properties for other uses. At the same time, however, it should be noted that the controls over renovations can discourage **building rehabilitation** and the growth of the **housing stock** through demolition and redevelopment can be impeded.

At present, there have not been a sufficient number of cases in Hamilton to determine the actual impacts of the Act.

#### 4.3.5 Demolition Control By-law

**Jurisdiction:** City, under powers granted to municipalities by the Planning Act.

**Description:** Council has the right to refuse a demolition permit application for a residential building until such time as a building permit for another residential building is issued. Council may attach a condition to a demolition permit that the applicant substantially complete a new building within two years or less or be subjected to a fine for each dwelling unit demolished.

**Impact:** The By-law has the potential to be a valuable supplement to the Rental Housing Protection Act because all structures containing dwelling units are covered, not just those with five or more units. The size of the housing stock, therefore, can be affected, along with the Central Area income mix, in cases where inexpensive units are threatened by demolition.

At present, enforcement of the By-law is limited to LACAC designated and listed buildings.

The existing By-law, however, could be applied to all existing rental projects.

#### 4.3.6 Assured Housing Program

**Jurisdiction:** Province, some parts administered by municipalities.

**Description:** In December, 1985, the Provincial Government announced a new housing program for Ontario. Initiatives of relevance to this report include:

Renterprise - Interest-free loans and possibly provincially-owned lands will be offered to developers to construct rental housing at market rates. In return, 40% of the units will be offered to the Ontario Housing Corporation under the rent supplement program. Municipalities will be encouraged to relax development control standards to reduce building costs. Developers will be encouraged to make innovative proposals (including low-rise, high density ones) for modest units at reasonable costs.

High-Rise Rehabilitation Project - This initiative will determine the extent of deterioration of high-rise structures and will develop techniques to counter this deterioration. A total of 1,500 units in the Province will be upgraded with conditional loans of up to \$7,000 per unit. The loans will be forgivable if ownership and tenure are maintained over 15 years.

Low-Rise Rehabilitation Program - This program is designed to improve the condition of low-rise apartment buildings and to prevent the deterioration and subsequent demolition of rental stock. Forgivable loans of up to \$5,000 per unit are available.



Convert-to-Rent - Interest-free loans are available for building conversions that will increase the rental housing stock, such as:

- o subdivide an existing dwelling unit;
- o adding onto an existing residential structure;
- o converting non-residential buildings into rental housing;
- o adding onto an existing non-residential structure;
- o making better use of non-residential properties by converting space not use for housing, such as garages.

Multiple unit projects must offer 25% of their units to the rental supplement program to be eligible.

Impact: The Assured Housing Program has the following potential impacts on the housing stock of the Central Area's HDR Zones:

- o conserve the existing rental housing stock (High-Rise Rehabilitation Project and Low-Rise Building Renewal Program);
- o add to the existing rental housing stock (Renterprise and Convert-to-Rent);
- o affect income mix by increasing the stock of social housing (Renterprise and Convert-to-Rent);
- o encourage low rise development through encouraging high-density residential structures other than high-rises (Renterprise);

Up to the present, however, activity under the Assured Housing Program has been limited. No applications have been made in Hamilton under the Renterprise program, while the High Rise Rehabilitation Project has yet to be launched formally. Under the Convert-to-Rent initiative, nine Hamilton applications covering 65 units have been approved through July, 1987, but only one of these is in the Central Area, and this in an "H" Zone.

Only the Low Rise Building Renewal Program has been applied extensively to the Study Area. Through July, 1987, assistance has been provided for 11 buildings in the Central Area, representing 247 units. Applications covering an additional 18 Central Area buildings and 267 units were in the process of being approved.

#### 4.3.7 Other Rehabilitation Programs

**Jurisdiction:** Province, CMHC, municipalities, all administration by municipalities.

**Description:** A variety of other programs provide loans and grants to help the owners of residential buildings renovate those buildings. These initiatives include:

- o Ontario Home Renewal Program (OHRP)
- o Residential Rehabilitation Assistance Program (RRAP) funded by the Central Mortgage and Housing Corporation (CMHC).
- o Hamilton Rehabilitation Program (HRP).

**Impact:** The Heritage Act encourages building rehabilitation and can save certain buildings from abandonment, thus helping to preserve the Central Area's housing stock housing stock.

From 1974 through to the end of 1986, the renovation of 3,051 buildings in Hamilton were wholly or partially financed by these programs.

#### 4.3.8 Heritage Act

**Jurisdiction:** Province, administration by municipalities.

**Description:** This Act provides for the designation and some degree of protection for buildings of architectural and historical interest. Designation can be applied by Council to individual buildings or districts, both on the advice of the Local Architectural Conservation Advisory Committee (LACAC). A number of Provincial Funding programs are available specifically for heritage conservation. Easements can be linked to heritage grants and loans.

Upon designation, alterations and demolitions of features of architectural or historical interest require Council approval. Demolitions can only be delayed for 180 days.

**Impact:** The Act has the potential to affect the preservation of **heritage structures** and **heritage districts**.

Currently, 14 buildings in the Central Area are designated under the Heritage Act. One is the subject of a heritage easement, protecting the building in perpetuity (see Section 3). Designations can delay demolition, or can offer time for negotiation, to find a way to save the building, yet give the builder/owner something in return.

One heritage district is in the process of being established in the Central Area, in the block bounded by Bold, McNab, Hurst and Charles Streets.

#### **4.3.9 Overall Impact**

Taken together, these non-land use policies, programs and regulations pertaining to the Central Area housing stock have a number of general impacts, including the following:

- o The preservation of the existing building stock is encouraged, thereby reducing the demand for new housing units and limiting the number of sites available for new development.
- o The preservation of moderate rental accommodations is supported, therefore encouraging the retention of a mix of different income groups.

Both of these reflect a commitment on the part of the Province and the City towards the renovation of existing structures and the provision of low-rent accommodation.

At the same time, these policies, programs and regulations often are in conflict with one another. For example, as noted above, the Demolition Control By-law and the Assured Housing Program encourage the conservation of the existing rental housing stock, while the Residential Rent Regulation Act and Property Standards By-law do the exact opposite.

Furthermore, many planning issues are not addressed at all by the measures described above. These include shadow casting; microclimatic efforts; traffic and parking. Views and compatibility are addressed by the Niagara Escarpment Plan, but this document applies to only a small proportion of the Study Area.



## 5. OPTIONS

### 5.1 Introduction

This section identifies a strategy for Phase 2 of the High Density Residential Development Study. A list of options for action first is presented. These options then are evaluated. Finally, possible city development and policy initiatives are discussed.

### 5.2 Options for Concrete Action

Section 4 of this report indicates that City land use policies generally address the need for more High Density Residential development in the Central Area, along with the problems associated with that form of development. These policies, however, frequently are not implemented fully. A primary objective of Phase 2, therefore, is to identify ways in which the City could modify its policies, by-laws, and regulations to achieve the objectives of its land use policies. Below, areas of conflict between land use policies and other policies, by-laws and regulations are identified, and options which could revise the extent of this conflict are outlined. Details of the Land Use Policies and zoning by-law are found in Section 4 and Appendix C of this report.

#### New High Density Residential Development

Planning policy supports new High Density Residential development in the Central Area. The Zoning By-law supports this objective by including an extensive amount of land within the High Density Residential Zones presently not used for high density housing, but which could be redeveloped. Two problems, however, are evident: (i) most of the land is found in the southern part of the Central Area; and (ii) most of the land is currently occupied. Development must be preceded by demolition and clearance.

#### OPTION:

- 1) Rezone certain areas north of King Street for high density residential uses. Special attention should be focused upon currently vacant or underutilized land. A number of suitable sites in Central and Beasley Neighbourhoods may be identified.

#### Preservation of the Existing Building Stock

Planning Policy supports the preservation of the existing building stock through infilling, adaptive reuse, and building rehabilitation. The Zoning By-law generally discourages the first two of these in High Density Residential zones, while other programs and regulations generally encourage the third.

### OPTIONS:

- 2) Modify the Zoning By-law to permit infilling behind or between existing structures. Reductions in minimum frontage would be required in situations where a laneway is the only part of an interior lot fronting onto a public roadway. Reductions in minimum lot size would be required to accommodate severed properties around the periphery of the lot.
- 3) Modify the Zoning By-law to permit additional commercial uses in the High Density Residential Zones, providing that they are pedestrian and community oriented. Older buildings, therefore, could be preserved through giving them a new function.
- 4) Increase the number and size of grants and loans under the Hamilton Rehabilitation Program, and encourage the utilization of the Assured Housing Program.
- 5) Give more publicity to the rehabilitation programs administered by the City.

### Income Mix

Planning policy supports a mixture of families with different incomes in the Central Area. At present, the Rental Housing Protection Act, the Assured Housing Program and the Demolition Control Bylaw encourage this, but more could be done.

### OPTIONS:

- 6) Offer developers density or other bonuses in exchange for turning over a portion of the units in a new development to a social housing agency. This could partially reverse the trend toward having new residential units only within the reach of upper income households.
- 7) Provide funding for new social housing projects.

### Views

Planning policy supports the protection of views of the Escarpment. The zoning By-law only supports this to a limited extent, through restricting building height close to the escarpment.

### OPTIONS:

- 8) Establish view protection standards to be used as a criteria in assessing zoning applications; a basis for zoning changes; or as criteria in the Site Plan Control process.

### Shadow Casting

Planning policy sees the minimization of the effect of shadows cast upon adjacent properties as an important planning objective. However, at present, neither the Zoning By-law nor any other by-law or regulation addresses the issue of shadow casting.

#### OPTIONS:

- 9) Develop shadow casting standards and have them incorporated into the Zoning By-law, or have such standards as the base for a separate by-law.
- 10) Develop shadow casting standards and have them incorporated into the Site Plan Control process.

### Microclimate

Planning policy states that new development should take into account any impact upon the microclimate which would effect adjacent properties or the pedestrian environment. Special attention is centred upon wind effects. Currently, there are no provisions for implementing this.

#### OPTION:

- 11) Develop wind effect standards and incorporate them into a separate by-law, the Zoning By-laws or the Site Plan Control process.

### Building Height

Planning policy supports low-rise, high density development. The Zoning By-law, however, encourages developers to build high-rise structures, if they are to achieve the maximum permitted densities.

#### OPTIONS:

- 12) Create new high density residential zones, to be applied to new areas of High Density Residential development. These zones would permit the same density as the existing E and E-3 zones, (either with or without the landscape bonus) but would have reduced permitted heights and greater permitted lot coverages in exchange for reduced landscape requirements and yard requirements.
- 13) Rezone areas currently zoned E and E-3 to the new zoning categories outlined in Option 12.



- 14) Retain the existing zoning, but offer developers reductions (on a site-by-site basis) in the landscape requirement or in yard requirements, in exchange for lower building heights. In effect, developers would be offered houses in exchange for building high-density low-rise developments instead of high-rises.

### Compatibility in Form

Planning policy supports the principle that new developments should be compatible with surrounding development in terms of form. However, within the High Density Residential Zones, large multiple family high-rise structures are permitted adjacent to smaller-scale, low-rise residential development. Furthermore, there are no provisions for maintaining streetscapes through ensuring uniform setbacks, etc.

#### OPTIONS:

- 15) Make the nature of existing development a criterion in determining which areas should be rezoned for High Density Residential development (see Option 1), along with the nature of the rezoning (see Option 12).
- 16) Modify the zoning of lands currently zoned for High Density Residential development which encompass or are adjacent to existing low-rise development, to encourage compatibility. (e.g. - heights could be reduced while maintaining the same density - see Option 12 and 13).
- 17) Use the Site Plan Control process to encourage compatibility through considering features such as front yard setbacks and building spacing.

### Human Scale

Planning policy encourages development which respects the human scale. However, neither the Zoning By-law nor the Site Plan Control process provide for this.

#### OPTIONS:

- 18) Offer the developer density or other bonuses for including design elements such as the following:
  - o setbacks above ground level, especially above 2 floors
  - o "expression lines" that divide up the facade vertically
  - o different parts of a structure set back different distances from the street

- 19) Consider the above in the Site Plan Control Process.

### Green Space

Landscaped areas should be maintained around large residential buildings. The Zoning By-law encourages this, but does not regulate the quality of the landscaped area.

- 20) Consider the amount of green space in the immediate vicinity in any decision to rezone a piece of property in a way that reduces the amount of landscaped area available.
- 21) On sites where reduced building height is desirable, but where a reduction in the landscaped area is undesirable, permit a developer to have part of the landscaped requirement above ground level (on the roof or on a terrace in a building with a "stepped" design). Alternatively, part of the landscaped area could be situated under the building, although the quality of this space would have to be regulated carefully.
- 22) Consider the quality of landscaping for a new developments at the Site Plan Control stage.
- 23) As part of the development agreement, turn responsibility for landscaping surrounding a new development over to the City.

### Heritage Conservation

Planning policy supports the preservation of buildings and districts of historical and/or architectural merit. The Zoning By-law, however, generally discourages building preservation through restricting densities and uses. The Property Standards By-law does the same through making conversions difficult. Neither the Zoning By-law nor the Site Plan Control By-law provide for compatible land use development within heritage areas.

### OPTIONS:

- 24) Modify the Zoning By-law to permit more commercial uses in the High Density Residential Zone (see Option 3), or modify the Zoning By-law on a site-specific basis to permit such uses. Compatibility with residential uses would be a key consideration.
- 25) Modify the Zoning By-law on a site-specific basis to permit higher densities on properties containing heritage buildings. Infilling, therefore, would be more possible, in exchange for the preservation of the heritage building.

- 26) Relax certain provisions of the Property Standards By-law (e.g. - ceiling heights) to permit the conversion of heritage structures.
- 27) Allow a developer greater densities on one site in exchange for preserving a heritage building on another.
- 28) Encourage further the designation of structures under the Heritage Act.
- 29) Employ the requirements of Site Plan Control to ensure that new development in heritage areas is compatible with existing development.
- 30) Encourage the establishment of additional heritage districts.

### Traffic

Planning policy contends that uses which generate heavy traffic should be kept to the periphery of neighbourhoods. The current zoning generally does not reflect this.

#### OPTIONS:

- 31) In considering neighbourhood plan amendments and rezoning proposals that would permit high density residential development, proximity to the periphery of the neighbourhood will be one factor in the decision.

### Parking

Planning policy argues that all the parking needed for a new development should be provided on-site. The Zoning Bylaw requirement for 0.8 on-site parking spaces per multiple residential unit which applies to most of the Central Area may not be sufficient. The need for guest parking is one reason for this. Furthermore, it is likely that the households moving into the new condominium projects in the Central Area will have greater parking requirements, owing to the fact that they have more disposable income than traditional apartment dwellers.

#### OPTIONS:

- 32) Increase the number of spaces required for each new multiple residential unit to 1.0.
- 33) To increase the amount of greenspace, require that all new high density residential developments have all their parking underground or beneath the building.

## 5.3 Evaluation of Options

The options outlined above are not wholly compatible. They contradict each other in a number of important ways. These include the following:



- o The planning objective of preserving the existing building stock is not compatible with the objective of increasing the number of housing units in the Central Area. Generally speaking, the reuse of existing structures, even when combined with new residential development in the form of infilling, will not create as many new units as the construction of large-scale housing projects following the demolition and clearance of the existing building stock.
- o Preserving the existing building stock also can threaten the residential character of an area, if "adaptive reuse" is employed as a tool of preservation. In the past, adaptive reuse in the Central Area generally has involved the conversion of residential properties into commercial ones. If taken too far, such conversions could create serious land use conflicts.
- o The planning objective of increasing the proportion of high density housing which is low rise is incompatible with the objective of retaining as much greenspace as possible around large residential buildings. This contradiction is a reflection of the fact that low-rise high density projects must cover a greater proportion of the lot upon which they are situated, if the same floor area/lot area ratio is to be maintained.

In choosing which options to endorse, it therefore is necessary to prioritize planning objectives. Furthermore, given that the impact of certain options can be site-specific or neighbourhood specific, it is necessary to appreciate the range of residential environments found in the Central Area. For example, in a street totally lacking in greenspace, a high-rise development situated upon a lot 70% landscaped might be the most appropriate form of high density housing. The opposite would be true, however, if adequate greenspace is provided, and especially if the existing development is low rise in nature.

A second problem arising from the options discussed above is that the adoption of certain options designed to improve the overall quality of a residential area will mean that property owners will find the range of development options open to them suddenly restricted. For example, a person who has bought a piece of property zoned "E-3" could find new limitations upon the maximum permitted height of any new development. Alternatively, shadow casting standards could also affect height, wind standards could affect building form, and the requirement that new development must be compatible with existing development could place restrictions upon building setbacks, spacing and architecture. In determining which options should be endorsed, it therefore is necessary to consider the relative importance of private property rights and the public interest.

#### 5.4 City Development Initiatives

Phase 2 will consider the possibility of launching demonstration projects, either independently, with other levels of government, or with private developers.

Such projects would incorporate all or some of the concerns outlined above, and would demonstrate the viability of alternatives to the traditional, high-rise form of high density residential development.

#### 5.5 Policy Initiatives

Phase 2 will consider designations and policies for the Durand Neighbourhood Plan High Density Residential Area deferred under the current review.

The existing policies and regulations of the Central Area Plan Update also will be reviewed, to make them address more clearly the need for additional High Density Residential and the design problems associated with that form of development. Furthermore, it might be necessary to modify Central Area Plan Update policies to permit some of the courses of action outlined above.





# APPENDIX A

## HIGH DENSITY RESIDENTIAL DEVELOPMENT STUDY

### TERMS OF REFERENCE

#### INTRODUCTION

The purpose of this Study Design is to:

- o define the objectives of the Study;
- o outline the study methodology; and,
- o detail cost timing and staff requirements associated with the Study.

#### BACKGROUND

On August 13, 1986, the Planning and Development Committee approved a study of High Density Residential Development in the Central Area as part of the 1987 Work Program, subject of final approval during the budget review process. Further, on August 26, 1986, Hamilton City Council authorized the Director of Local Planning to investigate the possibility of securing a grant from the Ministry of Municipal Affairs in order to undertake this study.

The need for compatible residential development and the preservation of older areas in the Central Area originated in the Central Area Plan, as approved by Council on January 13, 1981. Policies in the Plan encourage redevelopment which is compatible with existing areas, including low-rise, high-density development, sensitive urban design and a preservation of buildings and areas of historical and architectural significance.

#### OBJECTIVES

It is proposed that this study examine the impact of High Density Residential zoning on the Central Area. The study will identify the need and demands for the existing zoning for high density residential development in its present location throughout the Central Area. In addition, it is proposed that the study will develop a strategy regarding this form of housing.

This study should address the following issues associated with lands zoned for high-density residential development:

- o the need for high density residential buildings and the ability of the current supply of appropriately zoned lands to meet these demands;
- o the appropriate location for higher density development;
- o the source of regulations for apartment building in achieving buildings of human scale, developing consistent streetscapes, providing access to sunlight and reducing wind tunnel effects;

- o the effect of new high density residential buildings on the preservation of heritage buildings and heritage areas; and,
- o impacts of high density rezoning on the existing community, existing infrastructure, traffic implications, open space requirements, public transit, etc.

### STUDY AREA

The study will examine High Density Residential development in the Central Area, that portion of the City of Hamilton bounded by the Bay, the Escarpment, Queen Street and Victoria Avenue.

This area has the largest concentration of lands zoned for high density residential purposes and existing apartments in the City. For this reason, the Central Area is the most logical study area.

However, policies developed by the study may be applied to high density residential development throughout the City.

### STUDY APPROACH

It is proposed that the study will be undertaken in two phases:

- o Phase I will examine the current supply of lands zoned for high density residential development, the impact of existing developments on the surrounding area and examine the effect of current regulations on the quality and quantity of high density residential development. At the completion of this Phase, an interim report will be submitted to the Planning and Development Committee. The report will outline options for action that could be taken in order to implement a strategy for the development of high density residential buildings; and,
- o Phase II will evaluate and establish strategies for the planning and development of high density residential buildings based on the options recommended and adopted.

### PHASE I - EXISTING SITUATION

Phase I will consist of the following steps:

1. Identify existing areas planned for high density residential development:
  - areas designated for high density residential development in the neighbourhood plans;

- areas zoned for high density residential development ("E", "E-1", "E-2" and "E-3" Districts);
- existing apartment buildings.

2. Need for High Density Residential Buildings:

- trends in apartment construction;
- apartment vacancy rates;
- trends in condominium construction;
- costs associated with home ownership;
- the impact of changing household structure on the demands for high density residential development. This step will include an examination of the following:
  - o age distribution household formation characteristics;
  - o average household sizes;
  - o number of children;
  - o type of households (family/non-family household);
  - o changes in age and sex of household head.
- the movement of population into and out of the Central Area.
- discussions with representatives of the building industry, tenant groups and other interested agencies.

3. Distribution of High Density residential zoning:

- identify concentrations of high density residential development;
- existing and potential densities on a small area basis;
- review location of existing high density residential buildings and evaluate their impact on the surrounding area (traffic, streetscape, shadowing, wind tunnel effects).

4. Effect of High Density Residential Development of the Central Area:

- identify the historically listed and designated buildings within areas zoned for high density residential development;
- identify potential and existing problems to streetscape such as:
  - o blocking view of escarpment and the bay;



- o poor mix of units (e.g. singles alongside high rises);
  - o parking problems;
  - o traffic problems;
  - o blocking sunlight; and,
  - o wind tunnel effects.
- inventory of all units within areas zoned for high density residential zones (e.g. single semis, plexes, low-rise apartments, or high-rise apartments).
5. Review policies of the Official Plan and Central Area Plan regarding residential development in the Central Area, the mix of residential unit types and appropriate densities. The study will also examine high and medium density apartment designations and policies in the Neighbourhood Plans.
  6. Review zoning requirements for High Density residential developments (i.e., "E", "E-1", "E-2" and "E-3" Districts) in terms of:
    - yards;
    - maximum heights
    - maximum floor area;
    - landscaping; and,
    - density bonuses.
  7. Review the potential for site plan control to minimize impact of developments on the existing streetscapes.
  8. Review regulations which protect existing buildings such as:
    - Heritage Act (i.e., postpone demolition of designated buildings);
    - Rental Housing Protection Act (i.e., prevent demolition of existing rental housing).
  9. Review any other legislation which will promote or impede high density residential development such as:
    - Rental Protection Act;
    - Rent Control legislation;
    - Assured Housing Programs;
    - Renovation programs (OHRP and RRAP); and,
    - Rental Registry.
  10. Review the regulations of other municipalities regarding high density residential development.

## 11. Outline options for future actions to be examined in Phase II.

Upon the completion of Phase I, an interim report on the current situation will be submitted to the Planning and Development Committee. The report will examine the supply of high density residential development and evaluate its impact on the surrounding environment. In addition, the report will outline options available for the implementation of a strategy for the planning and development of high density residential development in the Central Area. The exact nature of Phase II will be dependent on those options adopted by the Planning and Development Committee.

### PHASE II - STRATEGIES

Phase II will consist of the following steps:

1. An evaluation of the impact of high density residential areas in the Central Area. The evaluation should determine the following:
  - whether the current supply of land designated for residential development can meet future demands in the Central Area;
  - where is the most appropriate location for high density residential developments;
  - what are the preferred densities for clusters of high density residential developments;
  - what are the problems, if any, with current regulations regarding high density residential development;
  - what is the impact of zoning for high density residential on the preservation and redevelopment of existing residential properties.
2. An analysis of the options adopted by the Planning and Development Committee regarding high density housing in the Central Area. These options may include some of the following:
  - revisions to the provision of zoning districts for high density residential development. Modifications to the existing "E" Zones could include one or more of the following actions:
    - o lower maximum permitted heights;
    - o reduce yard requirements;
    - o permit greater site coverage;
    - o bonuses for lower height buildings (e.g., reduced parking requirements);

- o permit building height based on height of adjacent buildings; and/or,
- o the establishment of an additional zoning district for high density residential development.
- permit high density residential development in certain areas (e.g., along arterial roads). This option may require the down zoning of some areas while permitting higher densities in other areas.
- permit the transfer of development rights to other properties if land zoned for high density residential is developed at lower heights.
- permit other uses in the "E", "E-1", "E-2" and "E-3" Districts, such as additional commercial and institutional uses.
- allow the conversion of existing buildings to condominiums when permitted by current legislation (i.e., Rental Protection Act).
- designate Heritage Conservation Areas/Buildings to preserve the existing streetscape and allow compatible redevelopment within.
- permit additional lands to be designated and zoned for high density residential development.

The potential costs to the landowner and developer associated with any change in zoning will be evaluated as part of the study. A consultant with experience in urban design and the development of high density residential buildings should be hired to undertake such a review on a case study basis. This will allow for the implementation of a strategy which will be as fair as possible to both the existing residents and the developer. The consultant would act both in this specific way, as well as giving general advice on a per diem basis. The consultant would also attend public meetings.

3. Develop recommendations regarding high density residential development. The recommendations will include an overall implementation plan.

### STAFFING

The study will be co-ordinated by staff of the Neighbourhood Planning Section of the Planning and Development Department. The staff complement will include:

- Director of Local Planning Branch;
- Managers from the Policy Planning and Analysis, Neighbourhood Planning, Development and Urban Design Sections;



- Planners with research expertise;
- Planning Technicians.

During Phase I, a temporary Planner III will be hired for a 59-day period to undertake the bulk of the work. In addition, a student will be hired to assist in data collection and analysis. During Phase II, a temporary Planner III may also be hired for a period of 59 days.

Consultation will also take place with LACAC, CAPIC, the Durand Neighbourhood Association and the Durand Neighbourhood Advisory Committees, at key points through Phase II of the study.

In order to avoid the cumbersome meetings which may occur with all the members of the four committees which have jointly met to discuss the study, an advisory committee should be established consisting of representatives of all the committees. The Committee shall consist of members from LACAC, CAPIC, each of the Durand Advisory Committees and should include representatives of the Development Industry.

Since the study deals with property rights, input from landowners and residents should be considered and evaluated prior to implementation of the study's recommendations.

#### TIMING

277 person days are required to undertake the study. See the attached flow chart for a detailed timing schedule.

#### COST

The estimated cost of the study is \$66,083.40 (see attached table).

STUDY-COST ESTIMATE

<u>Phase No.</u>	<u>Tasks</u>	<u>Estimated Time (Person Days)</u>	<u>Estimated Cost (\$)</u>
1.	Background research in needs for high density residential development.	M - 5 PI - 15 PIII - 59 S - 90	
	Identify area of "E" Zoning, existing development, heritage buildings.		
	Determind effect of high density development on area.		
	<u>Total</u>	<u>169</u>	<u>\$23,224.59</u>
2.	Review existing regulations.	M - 14 PI - 20	
	Evaluate impact of high density residential development.	PIII - 59 PT - 15	
	Outline and evaluate options.		
	Outline recommendations (e.g., changing zoning, additional policies).		
	Consultation with residents and landowners.		
	Meetings with Advisory Committee, public meeting, Planning and Development Committee.		
	Evaluate cost options through case studies (Consultant).		
	<u>Total</u>	<u>108</u>	<u>\$21,732.91</u>
	<u>SUBTOTAL</u>	<u>277</u>	<u>\$50,583.40</u>

ADDITIONAL COSTS

Consultation (evaluational development costs, general guidance and presentation;	5,000.00
Contingency	2,500.00
Secretarial and Administrative	2,000.00
Cartographic	5,000.00
Computer	1,000.00
<hr/>	
SUBTOTAL	\$15,500.00
<hr/>	
TOTAL	(person days) 277
	\$66,083.40

M - Manager  
PI - Planner I  
PIII - Planner III (Temporary)  
PT - Planning Technician  
S - Student

BJ:cs  
WPDOC 0383P



PHASE NO.	TASK	APR			MAY			JUNE			JULY			AUG			SEPT			OCT			NOV			DEC		
		6	13	20	27	4	11	18	25	1	8	15	22	29	6	13	20	27	4	11	18	25	1	8	15	22	29	6
1	-background research in the needs for high density residential development																											
	-identify areas of E zoning																											
	-determine effect of zoning on areas																											
	-interim report																											
	-review regulations																											
2	-review regulations of other municipalities																											
	-evaluate impact of high density residential development																											
	-evaluate costs of regulation changes on cost of land development (consultant to do case studies)																											
	-outline and evaluate options																											
	-outline recommendations																											
	-draft report and finalize																											

\* ADVISORY COMMITTEE MEETING

+ PUBLIC MEETING

@ PLANNING AND DEVELOPMENT MEETING

# COUNCIL MEETING

s SUBMIT TO MINISTRY OF MUNICIPAL AFFAIRS

## APPENDIX B

### APARTMENT BUILDING INVENTORY

#### B.1 Existing Apartment Buildings

Currently 173 apartment buildings are found in the Central Area's high density residential zones.

##### Number of Units

- o average of 63.9 per building, ranging from two up to 415.

##### Gross Floor Area

- o total of 825 471.2 m<sup>2</sup>;
- o average of 4 771.5 m<sup>2</sup> per building ranging from 3 150 to 339 800 m<sup>2</sup>;
- o majority of buildings (65.8%) are less than 4 645 m<sup>2</sup>.

##### Height

- o average of eight floors, ranging from two to 32;
- o the largest proportion of buildings (48%) are low rises (0-4 floors).

##### Coverage

- o defined as gross floor area/lot area;
- o average of 2.12, ranging from 0.1 to 6.3;
- o 57.2% of buildings have coverages of less than 2.

##### Tenure

- o 160 buildings are rental;
- o one building is a government-assisted co-operative;
- o 12 buildings are condominiums and private co-operatives.

## B.2

### Changes Over Time

If it is assumed that all or virtually all of the apartment buildings constructed in the Central Area's High Density Residential Zone are still standing, it is possible to use data on existing structures to determine changes in the High Density Residential stock over time (coverage and tenure are not examined, since these can be changed without the building itself being altered). The date of construction is available for 169 structures.

#### Number of Buildings

- o earliest constructed in 1865; latest in 1986 (two more currently under construction);
- o the major boom in apartment construction occurred in the 1960's to 1970's, with 55% of buildings being built in those two decades;
- o significantly fewer buildings have been constructed so far in this decade.

#### Apartment Building Units

- o the majority of units (82.1%) were constructed between 1960 and 1970;
- o the average number units increased steadily from 9.8 in 1900 to 65.6 in 1980;
- o this figure has declined somewhat in the 1980's;
- o the average number of units per building increased steadily from 1900 to 1980, but has declined since.

#### Height

- o average heights of new construction remained at approximately three floors from 1900 to 1960, but increased significantly in the 1960's and 1970's;
- o recent construction has been lower, averaging six floors.



## APPENDIX A

APARTMENT INVENTORY

<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area (ft.<sup>2</sup>)</u>	<u>Lot area (ft.<sup>2</sup>)</u>	<u>Lot Coverage (Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
<u>NORTH END WEST 6102</u>									
500 MacNab St. N. (Ontario Housing Corp.)	E	17	1966	81,888	48,787	1.7	146	112	.8
<u>NORTH END EAST 6103</u>									
600 John St. N. (Ephart Investments Inc.)	E	20	1968	122,758	105,851	1.2	230	596	2.6
2 Guise St. (Guise St. Housing)	E	6	1985	56,320	56,192	1.0	50	93	1.3
<u>STINSON 6601</u>									
44 Victoria Ave.S. (Gregory Hart)	E	3	1925	11,372	10,019	1.1	21	24	1.1
37 Wellington St. S. (Frank Dellerico)	E	5	1964	16,151	9,148	1.8	18	27	1.5
195 Wellington St. S. (195 Wellington Investments)	E	3	1959	98,226	88,427	1.1	143	173	1.2
26 West Ave. S. (Eric Glen Brunskill)	E	2	1925	6,833	6,534	1.0	8	8	1.0
46 West Ave. S. (Vernice Dailey)	E	3	1970	6,478	6,098	1.1	2	8	4.0

<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area (ft.<sup>2</sup>)</u>	<u>Lot area (ft.<sup>2</sup>)</u>	<u>Lot Coverage (Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
100 West Ave. S.	E	2	1958	4,224	5,663	.7	8	10	1.3
25 West Ave. S. (Rocco Oliverio)	E	2	1910	5,868	6,098	1.0	6	10	1.7
40 West S.	E	5	1986	17,040	4,800	3.6	25		
66 Victoria S.	E	3	1910	3,879	37,066	.1	6		
<u>LANSDALE 6608</u>									
315 King William St. (Arthur Weisz, Trustee)	E	9	1965	65,646	34,848	1.9	78	112	1.4
30 West Ave. North (34 West Ave. N.)	E	7	1982	66,064	45,738	1.4	90	102	1.1
35 West Ave. North (William Emmerson)	E	3	1900	6,504	3,920	1.7	11	14	1.3
57 West Ave. N. (John F. Petis)	E	2	1900	3,905	4,305	.9	5	7	
77 Victoria Ave. N. (W. P. Cook)	E	2		2,554	3,746	.7	2	5	
<u>DURAND 6701</u>									
100 Bay St. S. (Renimob Properties Ltd.)	E3	25	1964	150,469	39,204	3.8	175	213	1.2
136 Bay St. S. (Royal Trust Co.)	E3	16	1969	99,733	26,136	3.8	108	141	1.3

<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area</u> (ft. <sup>2</sup> )	<u>Lot area</u> (ft. <sup>2</sup> )	<u>Lot Coverage</u> (Gross floor area lot/area)	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
150 Bay St. S. (Dorcher Properties)	E3	8	1964	51,136	18,731	2.7	47	69	1.5
172 Bay St. S. (Bay South Properties Ltd.)	E3	11	1966	72,339	21,344	3.4	79	101	1.3
200 Bay Street S. (Sifton Prop. Ltd.)	E3	25	1975	265,312	65,469	4.1	306	413	1.3
210 Bay St. S. (Helen Cappadocia)	E	3	1898	3,988	3,485	1.1	10		
215 Bay St. South (Ezio Cappadocia)	E	3	1898	3,713	3,049	1.2	5		
46 Bold St. (E. F. Fines)	E3	3	1950	8,928	5,227	1.7	17	19	1.1
180 Bold St. (S. & U. Homes Ltd.)	E3	23	1975	179,481	45,302	4.0	209	297	1.4
27 Bold St. (Alnoor Dharsee)	E3	3	1914	20,172	8,712	2.3	17	26	1.5
39, 43, 47 Bold St.	see 36 Duke								
75 Bold St. (Mutual Life)	E3	16	1968	102,644	27,878	3.7	120	158	1.3
93 Bold St. (Mutual Life)	E3	13	1965	71,646	20,909	3.4	72	101	1.4





<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area</u> <u>(ft.<sup>2</sup>)</u>	<u>Lot area</u> <u>(ft.<sup>2</sup>)</u>	<u>Lot Coverage</u> <u>(Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
38 Charlton West (Charlton Tower Apt.)	E	5	1959	25,531	13,504	1.9	16	23	1.4
100 Charlton West (Frank D'Aurora)	E	3	1920	10,975	6,098	1.8	9	14	1.6
116 Charlton Ave. West (Max T. Nathan)	E	7	1967	26,909	14,810	1.8	36	42	1.2
126 Charlton West (Arthur Weisz, Trustee)	E	8	1973	41,486	22,216	1.9	58	75	1.3
150 Charlton West (Laura Bruno)	E	5	1961	32,275	20,038	1.6	30	44	1.5
45 Charlton Ave. W. (Bruno Cerello)	E	7	1968	33,479	17,424	1.9	46	57	1.2
65 Charlton West (586096 Ontario Inc.)	E	7	1968	33,479	18,295	1.8	38	51	1.3
20 Duke St. (Sylvia Scholton)	E3	3	1940	13,986	13,068	1.1	27	28	1.0
28 Duke Street (Condominium)	E3	6	1984	80,190	12,642	6.3	16		
36-46 Duke St., 39,43,47 Bold St. (Popboll Investments)	E3	3	1934	14,155	57,935	.2	145	138	1.0
78 Duke St. (Oak Park Realty Co.)	E3	3	1926	11,861	5,663	2.1	16	22	1.4

<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area (ft.<sup>2</sup>)</u>	<u>Lot area (ft.<sup>2</sup>)</u>	<u>Lot Coverage (Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
90 Duke St. (Mutual Life)	E3	21	1970	137,985	24,394	5.7	146	184	1.3
120 Duke St. (Condominium) (Investonics Ltd.)	E3	15	1977	186,813	43,200	4.3	114		
142 Duke St. (Ida Elsa Woode)	E3	3	1950	7,287	7,841	.9	9	14	1.6
21 Duke St. Steven Lichtblau)	E3	8	1963	27,868	14,810	1.9	37	45	1.2
27 Duke St. (David Peck, In Trust)	E3	3	1949	17,040	10,019	1.7	29	38	1.3
75 Duke St. (Duke Park Towers Ltd.)	E3	5	1959	24,062	12,197	2.0	16	26	1.6
79 Duke St. (Glenda Patterson)	E3	3	1949	8,325	8,276	1.0	21	26	1.2
137 Duke St. (Helen Bodo)	E3	2	1956	5,464	6,534	.8	10	17	1.7
36 Herkimer St. (333483 Ont. Ltd.)	E	6	1967	25,206	13,504	1.9	40	44	1.1
42 Herkimer St. (Paratus Investors)	E	7	1971	24,576	12,197	2.0	40	44	1.1
138 Herkimer St.	E	3	1968	7,695	6,534	1.2	2	2	1.0



<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area (ft.<sup>2</sup>)</u>	<u>Lot area (ft.<sup>2</sup>)</u>	<u>Lot Coverage (Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
174 Herkimer	E	5	1960	21,956	17,860	1.2	19	25	1.3
43 Herkimer St. (Chancery Prop.)	E	5	1923	23,441	16,988	1.4	17	36	2.1
99 Herkimer St. (Adalise Grail)	E	9	1967	36,816	20,038	1.8	48	59	1.2
111 Herkimer St. (Victor Lewchuk)	E	3	1910	8,031	7,841	1.0	8	12	1.5
133 Herkimer St.. (Josef Erwin Kliem)	E	11	1965	44,275	23,087	1.9	46	59	1.3
95 Hess St. S. (Ont. Housing Corp.)	E3	17	1969	141,934	69,260	2.0	291	282	1.0
149 Hess St. S. (Ron Weinburger)	E	3	1930	8,211	5,227	1.6	12	15	1.3
200 Hunter St. W. (Fal Construction Ltd.)	E3	3	1959	10,968	12,632	.9	19	23	1.2
121 Hunter St. W. Renimob Properties)	E3	16	1963	208,577	54,450	3.8	225	309	1.4
175 Hunter St. W. (Westphalen Holdings Ltd.)	E3	12	1971	94,905	25,700	3.7	133	160	1.2
205 Hunter St. W. (Sumter Holco Inc.)	E3	19	1973	118,683	27,878	4.3	137	211	1.5

<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area (ft.<sup>2</sup>)</u>	<u>Lot area (ft.<sup>2</sup>)</u>	<u>Lot Coverage (Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
170 Jackson St. West (337746 Ontario Ltd.)	E3	3	1953	5,601	6,098	.9	15	15	1.0
222 Jackson St. West (Condominium)	E3	15	1976	107,160	31,800	3.4	128		
181 Jackson St. West (Ontario Housing Corp.)	E3	20	1968	132,575	69,260	1.9	264	272	1.0
201 Jackson St. W. (Citadel Prop. Ltd.)	E3	11	1969	50,269	16,117	3.1	60	88	1.5
215 Jackson St. W. (Dellwood Construction Ltd.)	E3	3	1957	6,411	7,405	.9	14	13	.9
223 Jackson St. West (Brant Storage Ltd.) (Sam Henson Apts. Ltd.)	E3	11	1974	75,736	21,344	3.5	110	132	1.2
180 MacNab St. S. (Stefan Mayer, Trustee)	E3	7	1970	21,154	6,534	3.2	25	30	1.2
119 MacNab St. S. (Rainco Inc.)	E3	3	1954	10,260	7,841	1.3	22	27	1.2
123 MacNab St. S. (Annie L. Tait)	E3	3	1877	6,797	7,841	.9	16	17	1.2
223 MacNab St. S. Sherwood Plaza Apts. Ltd.	E	2	1952	6,038	15,246	.4	21	25	1.2

<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area (ft.<sup>2</sup>)</u>	<u>Lot area (ft.<sup>2</sup>)</u>	<u>Lot Coverage (Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
227 MacNab St. S. (Merks Worth Apts. Ltd.)	E	3	1954	15,404	10,454	1.5	15	21	1.4
231 MacNab St. S. (Merks Worth Apts. Ltd.)	E	3	1954	11,538	10,454	1.1	15	20	1.3
200 Park St. S. (Adalise Grail)	E3	11	1964	59,050	23,958	2.5	60	83	1.4
117-121 Park St. S., 122 Charles St. (Popboll Invest. Ltd.)	E3	3	1920	5,916	13,939	.4	34	54	1.6
125 Park St. S. (Paul Clarini)	E3	3	1959	16,125	13,939	1.2	23	40	1.7
155 Park St. S. (Ont. Housing Corp.)	63	22	1969	221,707	55,757	4.0	397	415	1.0
187 Park St. S. (Dukeham Holdings Ltd.)	E3	18	1965	135,219	43,560	3.1	137	190	1.4
75 Queen St. S. (Goruk Invest. Ltd.)	E3	3	1933	25,580	13,068	1.8	31	39	1.3
101 Queen St. S. (Werner Brassat)	E3	8	1968	34,063	12,197	2.8	47	64	1.4
145 Queen St. S. (XL Properties Inc.)	E3	13	1973	73,801	20,473	3.6	100	167	1.7



<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area (ft.2)</u>	<u>Lot area (ft.2)</u>	<u>Lot Coverage (Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
165 Queen St. S. (XL Properties Inc.)	E3	18	1974	105,831	22,614	4.7	150	255	1.7
22 Robinson St. (Stanley Simpson)	E3	3	1931	10,089	16,553	.6	28	30	1.1
40 Robinson St. (Shalamar Apts. Ltd.)	E3	5	1961	27,704	17,424	1.6	36	41	1.1
60 Robinson St. (Thistle-down Co-op)	E3	3	1949	13,080	9,148	1.4	28	29	1.0
80 Robinson St. (Louis Vine, Estate)	E3	8	1865	30,005	16,553	1.8	43	46	1.1
92 Robinson St. (S. Berthenthal Ltd.)	E3	9	1962	23,524	20,038	1.2	41	49	1.2
116 Robinson St. (Herbert Fischer)	E3	3	1968	7,680	6,534	1.2	12	13	1.1
140 Robinson St. (Hammercastle Holdings Ltd.)	E3	19	1974	119,861	27,007	4.4	130	182	1.4
17 Robinson St. (Seventeen Robinson St.Ltd.)	E3	14	1963	128,943	34,412	3.7	130	164	1.3
33 Robinson St. (Portree Prop. Ltd.)	E3	17	1971	130,990	32,250	4.1	122	185	1.5
133 Robinson St. (Gaspar & Silva Ltd.)	E	3	1956	9,549	6,970	1.4	11	16	1.5

<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area (ft.2)</u>	<u>Lot area (ft.2)</u>	<u>Lot Coverage (Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
120 Charles St. (Popboll Investments)	E3	3	1911	7,750	2,640	2.9	10		
122 Charles (Popboll Investments)	E3	3	1920	7,984	2,976	2.7	8		
131 Charles (Alan Cooper)	E3	3	1890	5,502	6,800	.8	8		
66, 68 Charlton W. (68 Charlton W. Ltd.)	E	3	-	6,001	3,500	.7	5		
9, 181 MacNab S. (Verdun Invest. Ltd.)	E3	3	1931	12,161	16,589	.7	7	8	
164 Park S.	E3	3		3,150	2,520	1.3	7		
121 Park S.	E3	3	1,920	7,888	2,976	2.7	8		
39 Herkimer	E	3	1,900	11,568	27,010	.4	14		
33 Herkimer	E	3	1948	5,666	27,010	.2	7		
27 Herkimer	E	3	1890	7,425	27,010	.3	10		
<u>CORKTOWN 6/02</u>									
46 Arkeldun Ave. (ECL Research and Development)	E	10	1970	62,924	30,928	2.0	72	100	1.4
45 Arkeldun Ave. (Hamilton Lincoln Towers)	E	6	1971	25,448	12,197	2.1	36	46	1.3

<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area (ft.<sup>2</sup>)</u>	<u>Lot area (ft.<sup>2</sup>)</u>	<u>Lot Coverage (Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
95 Arkelton	E	2		8,040	16,200	.5			
144, 146 Catherine S.	E3	2	1900	5,338	4,290	1.2			
141 Catherine St. S. (683440 Ontario Inc.)	E3	10	1971	39,557	16,553	2.4	57	72	1.3
147 Catherine St. S. (Alexander Trust)	E3	6	1966	16,526	8,712	1.9	25	29	1.2
175 Catherine St. S. (Representative Holdings Inc.)	E3	11	1966	83,395	27,443	3.1	93	148	1.6
150 Charlton Ave. E. (Wentworth Condominium)	E3	32	1975	197,632	48,000	4.1	241		
170 Charlton Ave. E. (P1 Kappa Developments) (Gusfer Holdings Inc.)	E	4	1968	7,396	4,356	1.7	12	14	1.2
200 Charlton Ave. E. (Otto Fein)	E	5	1969	14,976	7,841	1.9	21	35	1.7
81 Charlton Ave. E. (Servinel Inc.)	E3	10	1965	47,600	16,988	2.8	59	88	1.5
123 Charlton Ave. E. (Dernetro Holdings Ltd.)	E3	21	1974	194,968	23,958	8.1	240	349	1.5
155 Charlton Ave. E. (Arthur Weisz)	E3	8	1970	26,970	9,148	2.9	35	52	1.5



<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area (ft.2)</u>	<u>Lot area (ft.2)</u>	<u>Lot Coverage (Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
100 Ferguson Ave. S.	E	20	1976	148,757	52,708	2.8	210	314	1.5
15 Ford St. (Gunter Raushenberger)	E	6	1970	16,872	7,405	2.3	20	47	2.4
100 Forest Ave. (Forchar Properties Ltd.)	E3	20	1975	188,000	40,350	4.7	228	352	1.5
43 Forest (Sumter Holco Inc.)	E3	16	1970	100,800	28,096	3.6	122		
57 Forest Ave. (Sumter Holco Inc.)	E3	13	1969	110,018	240,000	4.6	121	186	1.5
125 Forest Ave. (Herbert Lemmes)	E3	9	1970	44,000	15,246	2.9	59	82	1.4
165 Forest Ave. (Steve Antes)	E	3	1966	6,975	7,541	.9	11	15	1.4
150 Hughson S.	E3	11	1969	43,890	12,541	3.5	52		
160 Hughson St. S. (Gardenview)	E3	11	1965	63,647	46,609	1.4	61	81	1.3
151 Hughson St. S. (Sumter Holco Inc.)	E3	14	1976	66,991	15,682	4.3	81	112	1.4
325 James St. S. (652679 Ontario Ltd.)	E	5	1927	81,565	64,033	1.3	73	97	1.3
325 James St. S. (652679 Ont. Ltd.)	E	4	1956	36,751	23,087	1.6	34	54	1.6

<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area (ft.<sup>2</sup>)</u>	<u>Lot area (ft.<sup>2</sup>)</u>	<u>Lot Coverage (Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
336 John St. South (John Parente)	E	3	1952	5,610	4,792	1.2	12	12	1.0
362-66 John St. S.	E	3	1932	13,000		.3	13		
299 John St. S. (St. Elizabeth Home)	E	4	1955	30,940	13,939	2.2	128		
21-23 Mountwood Ave.	E	3	1932	13,000		.3	14		
10 Rockwood Pl. (Robert M. Korol)	E	3	1949	5,280	7,841	.7	8	9	1.1
5, 7 Rockwood Pl.	E	3	1932	13,000	41,968	.3	15		
9 Rockwood Pl. (Harry Bork)	E	3	1932	13,026	41,818	.3	53	77	1.5
11 Rockwood Pl.	E	3	1932	13,000	41,968	.3	14		
23 Spring St. (XL Properties Inc.)	E3	12	1968	97,276	24,829	3.9	106	155	1.5
112 St. Josephs Dr. (Manuel Santos)	E	3	1960	15,399	16,117	1.0	18	36	8.0
118 St. Josephs Dr. (660575 Ont. Inc.)	E	3	1948	17,148	15,246	1.1	3.0	43	1.4
130 St. Josephs Dr. (Royal Trust Co.)	E	20	1973	149,904	29,185	5.1	126	192	1.5

<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area (ft.<sup>2</sup>)</u>	<u>Lot area (ft.<sup>2</sup>)</u>	<u>Lot Coverage (Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
107 St. Josephs Dr. (Hillview Terrace)	E	4	1957	22,280	21,780	1.0	28	36	1.3
121 St. Josephs Dr. (Alfonso Cieri)	E	4	1960	17,808	10,890	1.6	14	23	1.6
123 St. Josephs Dr. (Jamestown Construction)	E	10	1969	36,785	15,246	2.4	39	51	1.3
132, 136, 140 Wellington St. S. (Rifle Invest. Ltd.)	E	7	1969	31,185	16,553	1.9	46	79	1.7
50 Young St. (Sumter Holco Inc.)	E3	14	1970	93,640	18,295	5.1	101	150	1.5
108 Young St. (Parente Constr.)	E3	3	1960	9,039	11,326	.8	14	16	1.1
116 Young St. (Parente Constr.)	E3	3	1958	9,030	9,148	1.0	13	15	1.2
162 Young St. (Fernando Salciccioli)	E	3	1966	6,975	7,841	.9	11	12	1.1
157 Young St. (Stephan Pearce)	E	3	1965	5,970	5,663	1.1	8	11	1.4
BEASLEY 6703									
192 Hughson St. N. (Empire Structural Forming)	E3	18	1975	190,569	43,738	4.2	192	509	2.7



<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area (ft.<sup>2</sup>)</u>	<u>Lot area (ft.<sup>2</sup>)</u>	<u>Lot Coverage (Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
181 John St. North (395883 Ont. Ltd.)	E3	18	1975	199,537	45,738	4.4	191	474	2.5
226 Rebecca St. (Ontario Housing Corp.)	E3	11	1970	122,536	53,579	2.3	199	232	1.2
235 Rebecca St. (Jean-Luc Van Eyck)	E3	16	1974	126,453	32,670	3.9	155	209	1.3
125 Wellington St. N. (491448 Ontario Ltd.)	E3	18	1977	339,800	75,794	4.5	268	656	2.4
<u>CENTRAL 6704</u>									
255 King St. West (Hamilton Senior Citizens)	E3	3	1965	39,063	16,117	2.4	72	86	1.2
275 King St. West (Jerry Truss)	E3	3	1927	15,750	6,970	2.7	24	29	1.2
285 King St. West (G. Silva)	E3	3	1929	21,078	12,197	1.7	24	32	1.3
150 Market St. (Brownview Realty Ltd.)	E3	13	1974	88,010	21,344	4.1	110	147	1.3
160 Market St. (MK Realty Inv. Ltd.)	E3	26	1977	126,381	27,443	4.6	168	256	1.5
111 Market St. (Ringare Inv. Ltd.)	E3	14	1978	89,124	24,394	3.7	112	181	1.6

<u>Address/(Owner)</u>	<u>Zone</u>	<u>No. of storeys</u>	<u>Year built</u>	<u>Gross floor area (ft.<sup>2</sup>)</u>	<u>Lot area (ft.<sup>2</sup>)</u>	<u>Lot Coverage (Gross floor area lot/area)</u>	<u>No. of Res. Units</u>	<u>Pop.</u>	<u>Persons Per Unit</u>
155 Market St. (Vademo Construction Ltd.)	E3	14	1975	81,174	22,651	3.6	111	140	1.3
44 Queen St. North (F. Butty Ltd.)	E3	18	1975	177,080	41,818	4.2	238	347	1.5





CENTRAL AREA HOUSING POLICIES

HOUSING STOCK

Official Plan

It is the intent of Council to strengthen the residential function of this area. (A.2.9.3.1(i))

Central Area Plan

There will be an increase in the Central Area resident population (p.9).

(Draft) Central Area Plan Update

Same as above.

(Draft) Durand Neighbourhood Plan

The provision of appropriate housing for families, including medium-density low-rise units, will be a priority. (p. 16)

## HOUSING MIX

### Official Plan

It is the intent of Council that a variety of housing styles, types and densities be available in all RESIDENTIAL areas of the City and further, that proposals for new development or redevelopment will contribute to the desired mix of housing where practicable. (City Wide Policy) (A.2.1.8)

Varieties of RESIDENTIAL types will not be mixed indiscriminately, but will be arranged in a gradation so that higher density developments will compliment those of a lower density, with sufficient spacing to maintain privacy, amenity and value. (City Wide Policy) (C.7.2)

Council will encourage high-density residential developments or redevelopments which utilize innovative design alternatives to the high-rise apartment structure, while maintaining desirable standards for building setbacks and landscaping. (A.2.9.3.1.(vii))

### Central Area Plan

Within the Neighbourhood Residential designation, a variety of housing types ranging from single family to townhouse and apartment will be promoted, taking into account adjacent uses and available services in the vicinity. Units ranging from bachelor to multi-bedroom will be available. High density, low-rise units for families will be particularly encouraged. (p.26)

### (Draft) Central Area Plan Update

Within areas designated neighbourhood residential, a variety of housing types and tenures will be encouraged. Special emphasis will be given to suitable accommodation for families. (p. 14)

### (Draft) Waterfront Secondary Plan

New development in the form of low-rise, high or medium density structures as well as high-rise, where appropriate, should be encouraged. High-rise development will be discouraged in low-rise residential areas. (p.39)

### (Draft) Durand Neighbourhood Plan

The Durand Neighbourhood will contain a variety of residential densities. Higher residential densities will be encouraged on the periphery of the neighbourhood, where possible, to minimize impacts on the interior.

Low residential densities will be maintained in the area to the south of Charlton Avenue. (p.16)

## INCOME MIX

### Official Plan

A wide variety of densities, unit sizes, building styles, income and household groups will be accommodated. Housing suitable for families, the physically disabled, and senior citizens will be particularly encouraged. (A.2.9.3.1.(ii))

### Central Area Plan

More housing of all types and for all incomes will be encouraged within the Central Area in the appropriate locations. (p.26)

### (Draft) Central Area Plan Update

Integrated social housing which is well-designed, contains appropriate amenities for its tenants and takes advantage of services and facilities existing in the area will be encouraged. (p.14)

### (Draft) Durand Neighbourhood Plan

To take advantage of Durand's attraction as a residential location and provide a balance among all income groups, age levels and household size, a variety of housing types ranging from single family to townhouse and apartment units will be promoted, taking into account appropriate locations, adjacent uses and available services in the vicinity. (p.16)

## BUILDING REHABILITATION

### Official Plan

Council will encourage the rehabilitation of dwellings as an alternative to demolition in appropriate locations and instances, having regard to the preservation and maintenance of the amenity of the RESIDENTIAL area. (C.7.3.vi)

It is the intent of Council to encourage property owners to rehabilitate deteriorating housing, where feasible, through the available Provincial and Federal Assistance Programs. (A.2.9.3.1(xi))

Council will promote, where feasible, innovative building and layout, as well as the rehabilitation and preservation of buildings and areas of historic and/or architectural merit. (A.2.8.9.(i))

### Central Area Plan

Areas of older or deteriorating housing will be preserved, where possible and desirable, through implementation of housing revitalization programs and other forms of investment designed to preserve such housing. (p.29)

### (Draft) Central Area Plan Update

Demolition control legislation will be used as a means to preserve viable dwelling units. (p.15)

The rehabilitation of older or deteriorating housing will be encouraged whenever possible and desirable. (p.15)

### (Draft) Waterfront Secondary Plan

Residential owners will be encouraged to use grants and loans available through the municipality (i.e., Ontario Home Renewal Program) and grants for the handicapped to modernize their properties. (p.35)

### (Draft) Durand Neighbourhood Plan

The rehabilitation of older or deteriorating housing will be encouraged wherever possible and desirable.

Demolitions will be controlled as a means of preserving viable residences. (p.18)



ADAPTIVE RE-USE

(Draft) Central Area Plan

Adaptive re-use and integration of old and new buildings will be encouraged as an alternative to demolition. (p.27)

(Draft) Durand Neighbourhood Plan

Adaptive re-use of existing buildings will be encouraged. (p.18)

## INFILLING

### Official Plan

Encourage proponents of development or redevelopment, including the infilling of vacant lots, to ensure sensitive integration of the proposal with the scale and character of adjacent structures. Accordingly, Council will encourage the compatibility of building height, setback, material and building lines with adjacent structures. (A.2.8.9(v))

### (Draft) Central Area Plan Update

Redevelopment in the form of rehabilitation and infilling of a scale and design which is compatible with existing development will be encouraged. (p.15)

### (Draft) Waterfront Secondary Plan

Residential infilling on vacant lots within the residential area will be encouraged. (p.11)

### (Draft) Durand Neighbourhood Plan

Redevelopment, where encouraged, will be in the form of infilling. (p.19)

## VIEWS

### Official Plan

Council will investigate and adopt measures to regulate building heights and/or institute any other appropriate measures to preserve views of the Escarpment from the CENTRAL POLICY AREA (A.2.8.9.iii)

### Central Area Plan

Development alternative for high-rise apartment buildings in Durand, Corktown and the North End Neighbourhoods, will be encouraged (to) . . . protect existing views and vistas . . . (p.29)

### (Draft) Central Area Plan Update

Council will encourage building design which preserves important view corridors, vistas of the escarpment and the Bay, and visual access to significant architectural features. (p.39)

### (Draft) Durand Neighbourhood Plan

Same as above. (p.42)

## SHADOW CASTING

### Official Plan

Council will . . . establish building envelopes consisting of setback, height and light angles adequate to ensure acceptable shadow cast to, and light access for adjacent properties. (A.2.9.9.ii)



## MICROCLIMATE

### (Draft) Central Area Plan Update

The design and siting of new buildings will take into account how the structure and surrounding buildings modify the effects of wind, rain, snow, sun, heat and cold. Efforts will be made to mitigate the effects of adverse weather on the pedestrian. (p.39)

### (Draft) Durand Neighbourhood Plan

Same as above. (p.43)

## COMPATIBILITY

### Official Plan

In evaluating the merits of any proposal for multiple-family RESIDENTIAL development, Council will be satisfied that . . . the height, bulk and arrangement of buildings and structures will achieve harmonious design and integrate with the surrounding areas. (A.2.1.14.i) (City Wide Policy)

Development (in Special Policy Area 1B) . . . will be at a density scale and height which is compatible with the Escarpment." (A.2.9.1.1.(ii))

Council will . . . encourage proponents, of development or redevelopment, including the infilling of vacant lots, to ensure the sensitive integration of the proposal with the scale and character of adjacent structures. Accordingly, Council will encourage the compatibility of building height, setback material and building lines with adjacent structures. (A.2.8.9.(v)).

It is intended that residential development or redevelopment be at a scale, density and bulk compatible with the established character of the surrounding uses. (A.2.9.3.1.(v))

### Central Area Plan

New development which will create conflicts with existing residential development will not be permitted. New development should be located, architecturally designed, buffered and faced to minimize the impact on adjoining residential buildings and create a form and style consistent with the area in which it is located. (p.29)

### (Draft) Draft Central Area Plan Update

Design excellence and co-ordination will be required and encouraged, to create an attractive and cohesive environment throughout the Central Area. (p.39)

High rise development will be discouraged in low-rise residential areas. (p.39)

### Waterfront Secondary Plan

New residential development higher than three storeys generally will not be permitted in the Residential Designations. (p.11)

Residential infilling will be of a scale and character which complements adjacent development. This is particularly important on streets with uniform residential buildings, setbacks, height and site characteristics. (p.11)

### (Draft) Durand Neighbourhood Plan

Same as above. (p.43)

## HUMAN SCALE

### Central Area Plan

Council will encourage building design which respects the human scale. Height, bulk, exterior design, pedestrian access and pedestrian amenities will be incorporated at a level which is conducive to human interaction and accessibility. (p.52)

New development in the form of low-rise, high-density structures are encouraged. (p.55)

### (Draft) Central Area Plan Update

Same as above. (p.8 and 39)

### (Draft) Durand Neighbourhood Plan

The human scale and encouragement of human interaction through building design will be priority in height, mass, access and amenities in new buildings.

For high-rise residential/commercial developments, consideration will be given to requiring additional setbacks for floors above the sixth storey (approximately the height of mature trees) to minimize the visual intrusion of these buildings as viewed from the street.

## LOW RISE DEVELOPMENT

### Official Plan

Council will encourage high-density residential developments or redevelopments which utilize innovative design alternatives to the "high-rise" apartment structure, while maintaining desirable standards for both setbacks and landscaping. (A.2.9.3)

### Central Area Plan

New development in the form of low-rise, high-density structures are encouraged. (p.55)

Development alternatives to high-rise apartment buildings in Durand, Corktown and the North End Neighbourhood will be encouraged in the form of low-rise, medium density developments. (p.29)

### Draft Central Area Plan Update

Same as above (p.39).



## GREEN SPACE

### Official Plan

When considering a plan of subdivision or any other development proposal, Council may require that the owner enter into an agreement whereby:

. . . in open areas around . . . large buildings, Council will encourage and may require as a condition of development or redevelopment, the provision of landscaping and tree planting sufficient to enhance the physical appearance of the site and surrounding lands. (C.3.2.iv)

## PRESERVATION OF HERITAGE BUILDINGS AND AREAS

### Official Plan

Council will promote, where feasible, the rehabilitation and preservation of buildings and areas of historic and/or architectural merit."  
(A.2.8.9.1 City Wide Policy)

### Central Area Plan

Same as above. (p.40)

### (Draft) Central Area Plan Update

Same as above. (p.40)

### Waterfront Secondary Plan

The designation of properties under the Ontario Heritage Act and the availability of BRIC grants should be brought to the attention of heritage property owners. (p.26)

### (Draft) Durand Neighbourhood Plan

Adoptive re-use of existing buildings will be encouraged, especially if the building is deemed of historical or architectural significance.  
(p.18)

Landmark buildings will be preserved, restored, enhanced and designated under the Ontario Heritage Act, where appropriate. (p.45)

## COMPATIBILITY OF NEW DEVELOPMENT WITH HERITAGE BUILDINGS AND AREAS

### Official Plan

Major development or redevelopment will not take place within, or in close proximity to residential areas having HISTORICAL or ARCHITECTURAL merit, where Council determines that such development or redevelopment will detract from, or indirectly impair, the character, quality, amenities, or stability of the Residential areas. (C.6.5) (City Wide Policy)

### (Draft) Durand Neighbourhood Plan

The existing streetscape formed by landmark buildings and other important buildings in conjunction with surrounding trees and landscaping will be retained. (p.45)

Districts of architectural and/or historic value will be conserved and enhanced. (p. 45)

### (Draft) Waterfront Secondary Plan

Same as above. (p.36)

### (Draft) Central Area Plan

New buildings in the vicinity of heritage buildings and areas will be compatible in scale, height and proportions. (p.41)

## TRAFFIC

### Official Plan

To facilitate the function of and the primary permitted uses in the Central Policy Area, Council will investigate to determine the most effective means of accommodating pedestrian and vehicular circulation and general accessibility to and within the area. In this regard, Council may give preference to pedestrian movement over vehicular circulation in specific areas. (A.2.8.7)

### (Draft) Central Area Plan Update

Priority should be given to establishing a traffic system compatible with pedestrians, desired land uses, and other goals for the Central Area. (p.34)

### (Draft) Durand Neighbourhood Plan

New land uses which would generate high traffic volumes will be encouraged to locate on the periphery of the neighbourhood. (p.30)



PARKING

Central Area Plan

Parking for new buildings should be provided on site. (p.25)

(Draft) Durand Neighbourhood Plan

Consideration will be given to requiring apartment tenants to use only the parking spaces provided for their building. (p. 36)



# BUILDING HEIGHTS REQUIRED TO ACHIEVE PERMITTED FLOOR AREA

LOT AREA	PERMITTED COVERAGE	WITHOUT LANDSCAPING BONUS			WITH LANDSCAPING BONUS	
		PERMITTED FLOOR AREA	HEIGHT REQUIRED TO ACHIEVE PERMITTED FLOOR AREA	PERMITTED COVERAGE	PERMITTED FLOOR AREA	HEIGHT REQUIRED TO ACHIEVE PERMITTED FLOOR AREA
5,000	1.7	8,500	3.5 = 4	2.3	11,500	9.9 = 10
10,000	1.7	17,000	3.0 = 3	2.3	23,000	8.7 = 9
15,000	1.7	25,500	2.9 = 3	2.3	34,500	8.3 = 9
20,000	1.87	37,400	3.2 = 4	2.47	49,400	8.7 = 9
25,000	2.04	51,000	3.5 = 4	2.64	66,000	9.2 = 10
30,000	2.210	66,300	3.8 = 4	2.810	84,300	9.7 = 10
35,000	2.380	83,300	4.0 = 4	2.980	104,300	10.3 = 11
40,000	2.55	102,000	4.3 = 5	3.15	126,000	10.8 = 11
45,000	2.55	114,750	4.3 = 5	3.15	141,750	10.7 = 11
50,000	2.55	127,500	4.3 = 5	3.15	157,500	10.7 = 11

## Definitions

Lot area - measured in square feet.

Permitted Coverage - maximum permitted floor area/lot area ratio for "E-3" Zones: varies according to lot area.

Permitted Floor Area - the lot area multiplied by the permitted coverage frame, measured in square feet.

Height Required to Achieve Permitted Floor Area - the permitted floor area divided by the maximum area for each floor (defined below).

Maximum Area Per Floor - without the landscaping bonus:

- the lot area multiplied by 0.6 less the constant value, measured in square feet.

- with the landscaping bonus:

- the lot area multiplied by 0.3 less the constant value, measured in square feet (defined below).

Constant Value - the minimum size of the entrance to an underground parking garage (344 sq. ft.).

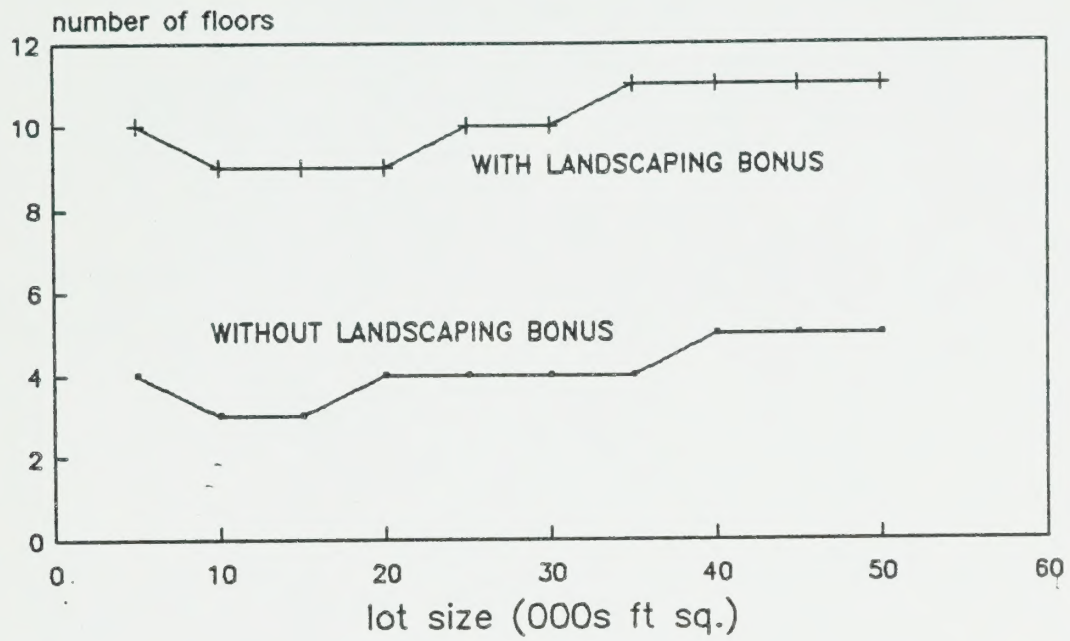
## NOTE

The heights necessary to achieve the permitted floor area would be substantially greater if a building has surface parking, or large outdoor loading area, or any other use that would require a reduction in the building area (to maintain the same percentage of landscaping).





APPENDIX "D" - FIGURE D.1  
NUMBER OF FLOORS REQUIRED TO  
ACHIEVE MAX. PERMITTED FLOOR AREA



SOURCE: APPENDIX "D" TABLE



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